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ABSTRACT

This document is a how-to guide to help employment and training agencies tailor their delivery systems to be more effective in training, placing, and retaining homeless individuals in gainful employment. The guide is written from the perspective of an employment and training agency and based largely on the experiences of 63 organizations from across the United States that provided comprehensive services for homeless individuals and their families under the Job Training for the Homeless Demonstration Program (JTHDP). Chapter 1 is an introduction that examines the problem of homelessness in the United States and a comprehensive model for providing services needed to break the cycle of homelessness. Chapters 2-5 discuss the following topics: initial services (recruitment, intake, assessment, case management); the road to self-supporting employment (basic skills training, occupational skills training); services to help clients get and keep a job (job search, development, and placement services and postplacement services); and the final ingredients in maintaining employment (housing services, other support services). Chapters 2-5 focus on the challenges of and strategies for providing the services discussed. Appended are the following: overview of the Job Training for the Homeless Demonstration Program; materials from a JTHDP job search workshop; and example JTHDP housing assistance plan. (MN)

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Employment and Training for America's Homeless: Best Practices Guide

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U.S. Department of Labor
Robert B. Reich, Secretary

Employment and Training Administration
Timothy M. Barnicle, Assistant Secretary

Office of Policy and Research
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1997

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The Authors

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Appendix B: Materials from a JTHDP Job Search Workshop
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LIST OF ABBREVIATIONS

AFDC	Aid to Families with Dependent Children
DOL	U.S. Department of Labor
ETA	Employment and Training Administration (of the U. S. Department of Labor)
FY	Fiscal Year
GED	General Equivalency Degree
HUD	U.S. Department of Housing and Urban Development
JOBS	Job Opportunities and Basic Skills
JTHDP	Job Training for the Homeless Demonstration Program
JTPA	Job Training Partnership Act
MOU	Memorandum of Understanding
OJT	On-the-Job Training
PIC	Private Industry Council
PY	Program Year
SDA	Service Delivery Area
SRO	Single Room Occupancy
SSDI	Social Security Disability Income
SSI	Supplemental Security Income
UI	Unemployment Insurance

CHAPTER 1

INTRODUCTION

This *Best Practices Guide* (BPG) is a "how-to" guide for employment and training agencies on tailoring their service delivery systems to be more effective in training, placing, and retaining homeless individuals in gainful employment. While this guide is written from the perspective of an employment and training agency (e.g., a Private Industry Council (PIC) operating under the Job Training Partnership Act), much of the material presented is likely to be of interest to the wide variety of public and private organizations providing services to homeless families and individuals. Among the major objectives of this guide are the following:

- to enhance agencies' knowledge of homeless individuals;
- to provide guidance on the types of homeless persons that are most (and least) likely to benefit from employment and training services;
- to identify the full range of services likely to be needed by homeless individuals to be successful in completing training and securing and retaining employment, and how these services can be provided directly by employment and training agencies or arranged through linkages with public or private service providers;
- to identify the specific planning and implementation steps needed by employment and training agencies to establish an effective service delivery system for recruiting and serving homeless individuals; and
- to provide examples of successful strategies used by employment and training agencies, and homeless-serving agencies, in assisting homeless individuals to (re)enter the workforce.

Much of the material presented in this *Best Practices Guide* is based on the experiences of 63 organizations from across the United States who provided comprehensive services for homeless individuals and families under the Job Training for the Homeless Demonstration Program (JTHDP).[1] JTHDP, authorized under Section 731 of the Stewart B. McKinney Homeless Assistance Act of 1987, was intended to "provide information and direction for the future of job training for homeless Americans."[2] Under this legislation, the U.S. Department of

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[1]Particular emphasis is placed on the 21 organizations with multiple years of program involvement, which were able to adjust and refine their service delivery strategies over a six-year period.

[2]Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.

Labor (DOL) was authorized to plan, implement, and test the effectiveness of a comprehensive range of employment, training, and other support services to assist homeless individuals to find and retain employment.[3]

During the 86 months JTHDP operated (from September 1988 through November 1995), over 45,000 homeless individuals were served by a variety of program grantees, including Job Training Partnership Act (JTPA) Service Delivery Areas (SDAs) and PICs, community-based organizations, education organizations, and homeless shelters. Exhibit 1-1 provides a listing of the 63 JTHDP grantees and their locations. Appendix A provides additional background information about JTHDP.[4]

The remaining sections of this chapter provide: (1) a brief overview of the problem of homelessness in the United States, (2) a discussion of the services needed by homeless individuals to break the cycle of homelessness, and (3) an overview of the remaining chapters of this guide.

A. THE PROBLEM OF HOMELESSNESS IN THE UNITED STATES

Since the early 1980s, the problem of homelessness in the United States, particularly within urban communities, has been the subject of increasing public attention. This attention has been generated in part by the increased number of visible homeless, and by important changes in the socioeconomic and demographic composition of the homeless population to include more families, working poor, and individuals suffering from problems of chronic mental illness and chemical dependency.

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[3]Under the demonstration effort, the term "homeless" individual was one who: (1) lacked a fixed, regular, and adequate nighttime residence; and (2) had a primary nighttime residence that was: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, halfway houses, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

[4]For more background about JTHDP and the results of the evaluation effort, refer to: John Trutko, Burt Barnow, Susan Kessler Beck, Steve Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997.

EXHIBIT 1-1: STATE-BY-STATE LISTING OF JTHDP SITES

PROGRAM	CITY/STATE
Jackson Employment Center	Tucson, AZ
Tucson Indian Center	Tucson, AZ
Center for Independent Living (CIL)	Berkeley, CA
Watts Labor Community Action Committee (Watts Labor CAC)	Los Angeles, CA
Rubicon Programs, Inc. (Rubicon)	Richmond, CA
County of Santa Cruz, Human Resources Agency (County of Santa Cruz)	Santa Cruz, CA
San Diego Regional Employment and Training Consortium (San Diego RETC)	San Diego, CA
Step up on Second, Inc. (Step Up On Second)	Santa Monica, CA
North Coast Opportunities	Ukiah, CA
Denver Dept of Health and Social Services	Denver, CO
City of Waterbury	Waterbury, CT
ARCH Training Center, Inc. (ARCH)	Washington, DC
Home Builders Institute (HBI)	Washington, DC
Jobs for Homeless People, Inc. (Jobs for Homeless People)	Washington, DC
Delaware Dept of Health and Social Services (Delaware DHSS)	New Castle, DE
Business and Industry Employment Development Council (BIEDC)	Clearwater, FL
Broward Employment and Training Administration (BETA)	Ft. Lauderdale, FL
Northern Cook County Private Industry Council (Northern Cook County PIC)	Des Plaines, IL
Elgin Community College	Elgin, IL
Rock River Training Corporation	Rockford, IL
Illinois Department of Public Aid	Springfield, IL
Land of Lincoln Goodwill Industries	Springfield, IL
Hoosier Valley Economic Opportunity Corporation	Jeffersonville, IN
Kentucky Domestic Violence Association (KDVA)	Frankfort, KY
Jefferson County Public Schools	Louisville, KY
York County Shelters, Inc. (York County Shelters)	Alfred, ME
Tribal Governors	Orono, ME
City of Portland	Portland, ME
Boys and Girls Clubs of Greater Washington (Boys and Girls Clubs)	Silver Spring, MD
Boston Indian Council	Jamaica Plain, MA
Community Action, Inc. (Community Action)	Haverhill, MA
Education Development Center (EDC)	Newton, MA
Massachusetts Career Development Institute (MCDI)	Springfield, MA
Hennepin Co. Training and Employment Assistance Office (Hennepin Co.	Minneapolis, MN
City of St. Paul, Job Creation and Training Section (City of St. Paul)	St. Paul, MN
Job Training for the Homeless	St. Louis, MO
Corporation for Employment and Training (CET)	Jersey City, NJ
St. Martin's Hospitality Center	Albuquerque, NM
Friends of the Night People, Inc. (Friends of the Night People)	Buffalo, NY
Suffolk County Job Homeless Training Program	Hauppauge, NY

EXHIBIT 1-1: STATE-BY-STATE LISTING OF JTHDP SITES (CONTINUED)

PROGRAM	CITY/STATE
Children's House	Mineola, NY
Argus Community, Inc. (Argus)	New York, NY
City of New York, Dept of Employment (City of New York DOE)	New York, NY
City of New York, Human Resources Administration (City of New York	New York, NY
Fountain House, Inc. (Fountain House)	New York, NY
Homeless Assistance Act Demonstration Program	Syracuse, NY
Wake County Job Training Office (Wake County)	Raleigh, NC
Cuyahoga County Department of Development	Cleveland, OH
Friends of the Homeless, Inc. (Friends of the Homeless)	Columbus, OH
Toledo Area Private Industry Council (Toledo Area PIC)	Toledo, OH
Community Action Committee of Fayette County	Washington Ct. Hs., OH
HOPE Community Services, Inc. (HOPE Community Services)	Oklahoma City, OK
Southern Willamette Private Industry Council (Southern Willamette PIC)	Eugene, OR
Mayor's Office of Community Services	Philadelphia, PA
Charleston County Employment Training	Charleston, SC
Southeast Tennessee Private Industry Council (Southeast Tennessee PIC)	Chattanooga, TN
Knoxville-Knox Co. Community Action Committee (Knoxville-Knox Co.	Knoxville, TN
Austin/Travis County Private Industry Council (Austin/Travis PIC)	Austin, TX
City of Alexandria	Alexandria, VA
Fairfax County Dept of Social Services	Fairfax, VA
Telamon Corporation (Telamon)	Richmond, VA
Snohomish County Private Industry Council (Snohomish County PIC)	Everett, WA
Seattle Indian Center	Seattle, WA
Seattle-King County Private Industry Council (Seattle-King County PIC)	Seattle, WA

One of the most comprehensive attempts to count the homeless was Martha Burt and Barbara Cohen's 1989 Urban Institute study.[5] Based on direct counts in shelters and soup kitchens, this study estimated that between 500,000 and 600,000 individuals were homeless in the United States during a seven-day period in March, 1987. Using this point-in-time estimate as a basis, the Urban Institute estimated that more than one million persons in the United States were homeless at some time during 1987.[6]

A number of factors appear to be contributing to changes in the size and characteristics of the homeless population in the United States. *Economic restructuring, corporate downsizing, and rapid technological change* have led to job loss for some workers, the need to re-locate, and changing skill requirements. The *rising housing costs, demolition of lower-cost single room occupancy (SRO) hotels, and gentrification within urban areas* have made it difficult for some individuals (especially the unemployed and underemployed) to locate affordable housing for themselves and their families. Finally, there are a host of other factors that, according to experts, seem to have exacerbated the problem of homelessness, including *more restrictive eligibility requirements for welfare and disability benefits, reductions in the purchasing power of public benefits,* the *deinstitutionalization and lack of mental health care services for mentally ill persons, and growing problems of substance abuse.*

In response to apparent increases in the size and changes in the composition of the homeless population in the United States, Congress enacted the Stewart B. McKinney Homeless

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[5]Martha Burt and Barbara Cohen, America's Homeless, Urban Institute Press, 1989. For purposes of their study, Burt and Cohen defined individuals as "homeless" if they met any of three tests: (1) they said they had no home or permanent place to live; (2) they said their home was a shelter, a hotel paid for with vouchers for the homeless, or a place not intended for sleeping; or (3) they said they lived in someone else's home, but did not have a regular arrangement allowing them to stay there at least five days a week. This study also provides a profile of some of basic characteristics of homeless individuals in the United States.

[6]There are a number of other recent studies aimed at providing accurate counts of the homeless population in the United States and characterizing the types of individuals and families affected by homelessness. These studies have used a variety of methodologies and provided widely varying estimates of the number of homeless individuals in the nation. For example, U.S. Bureau of the Census decennial census counts are of persons at selected locations where homeless persons are found (including persons living in such locations as shelters, visible in pre-identified street locations, shelters for abused women, and agricultural workers' dorms on farms). Based on its 1990 data collection efforts, the Census counted 240,140 people -- either living in homeless shelters, visible in pre-identified street locations, or other locations where homeless persons could be found -- on a single night in 1990. (Source: U.S. Bureau of the Census, "Fact Sheet for 1990 Decennial Census Counts of Persons in Selected Locations Where Homeless Persons are Found," CPH-L-87.) Christopher Jencks, using data from several research studies including Burt and Cohen's, estimated that the number of individuals who were homeless during an average week increased from about 125,000 in March 1980 to 324,000 in March 1990. (See: Christopher Jencks, The Homeless, Harvard University Press, 1994, p. 17).

Assistance Act (Public Law 100-77) in 1987. At the time of its enactment, this Act represented the nation's most comprehensive piece of legislation for the homeless population and included nearly 20 provisions to meet the needs of homeless persons. It provided for emergency shelter, food, health care, mental health care, housing, education, job training, and other community services. This Act, probably more than any other piece of federal legislation, recognized the need to pull together the resources of a variety of government agencies to provide comprehensive services for homeless individuals and families.

B. A COMPREHENSIVE MODEL FOR PROVIDING SERVICES NEEDED TO BREAK THE CYCLE OF HOMELESSNESS

Homeless individuals can face a broad array of problems -- ranging from substance abuse, to basic skills deficiencies, to lack of transportation and appropriate clothing -- that need to be addressed before they are likely to secure and retain employment. For each homeless individual, these problems come in different combinations and intensities, which means that individual circumstances need to be carefully assessed and the range of services provided need to be targeted on the needs of each individual served.

The experiences of the 63 grantees involved in the Job Training for the Homeless Demonstration Program, as well as the results of other important studies on homelessness, suggest that the following core services -- provided either by a sponsoring agency or through linkages with other local human service providers -- need to be made available to assist homeless individuals in securing and retaining employment:

- case management and counseling;
- assessment and employability development planning;
- job training services, including remedial education, basic skills training, literacy instruction, job search assistance, job counseling, vocational and occupational skills training, and on-the-job training;
- job development and placement services;
- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, mentoring);
- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives); and
- other support services (e.g. child care; transportation; chemical dependency assessment, counseling, and referral to outpatient or inpatient treatment as

appropriate; mental health assessment, counseling, and referral to treatment; other health care services; clothing; and life skills training);

Based on the experiences of JTHDP sites, Exhibit 1-2 provides an overview of a model for providing a comprehensive range of services to effectively assist homeless individuals and families to secure and retain employment.

The need for comprehensive provision of services points to the need for strong linkages and coordination arrangements with other local service providers. Therefore, careful planning of the service delivery strategy is needed, including identifying the agencies within the network of local human service agencies able to provide the needed range of services. JTHDP grantees were able to greatly expand the availability of services for their participants and to leverage funding for providing additional services to participants through extensive use of coordination. For example, as shown in Exhibit 1-3, one JTHDP site (Knoxville-Knox County Community Action Committee) relied upon over 50 service providers within its locality to ensure each homeless individual received the specific services he or she needed. Among some of the underlying themes that are emphasized throughout this *Best Practices Guide* are the following:

- **Establish Linkages with Homeless-serving Agencies.** Employment and training agencies need to establish linkages with homeless-serving agencies, such as shelters and transitional housing facilities, to help with outreach, recruitment, and screening of homeless individuals. Homeless individuals need to be carefully pre-screened and assessed prior to acceptance in an employment and training program. Homeless-serving agencies are well-positioned to help in this pre-screening process.

- **Stabilize Homeless Individuals Prior to Enrollment.** Homeless individuals need to be stable prior to enrollment in employment and training programs. This generally means living in, at a minimum, transitional housing or an emergency shelter that allows the individual to have an extended stay. This also means addressing problems such as a lack of financial resources, domestic violence, and other problems that can impact successful participation in employment and training activities, as well as screening out serious substance abusers and those who are mentally ill and unlikely to benefit from participation in your program. Once again, homeless-serving agencies or other agencies referring individuals can be helpful.

- **Provide Thorough Assessment and Ongoing Case Management.** Participant assessment and case management are critical to tailoring services to meet the needs of each individual. Barriers to employment are not always evident at the time of intake; as a result, both assessment and case management should be ongoing activities.

EXHIBIT 1-2: COMPREHENSIVE MODEL FOR PROVIDING EMPLOYMENT AND TRAINING SERVICES TO HOMELESS INDIVIDUALS

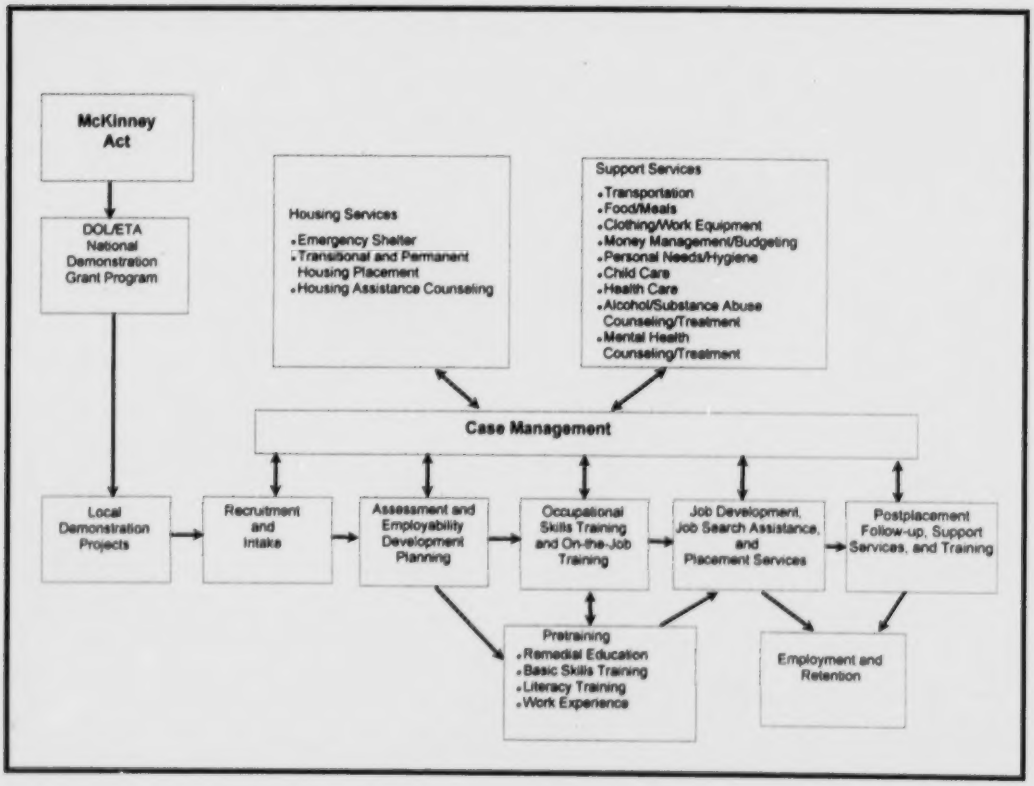

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EXHIBIT 1-3: ONE JTHDP GRANTEE'S LINKAGES WITH SERVICE PROVIDERS

Service	Providers		
Housing - Emergency	1. Salvation Army 2. Union Rescue Ministries 3. Volunteer Ministries	4. Serenity Shelter 5. Family Crisis Center 6. Runaway Shelter	7. Vol. of America
Housing - Transitional	1. Midway Rehabilitation Center 2. Barnabas House 3. YWCA	4. Pleasantree Apartments 5. Great Starts 6. Agape	7. Light House 8. Dismas House 9. VMC - Working Men's Dorm
Housing - Permanent	1. Knoxville Community Dev. Corp. 2. Subsidized Housing Complexes (8)	3. Private Providers 4. Knox County Housing Authority	
Food	1. Department of Human Services 2. Emergency Food Helpers 3. Shelters	4. Heath Restaurant 5. Fish of Knoxville/Knox Co. 6. Churches	
Clothing	1. Union Rescue Thrift Store 2. Salvation Army Thrift Store	3. Baptist Center 4. Private donations	5. Ladies of Charity
Health Care	1. Knox Co. Health Department 2. Knoxville Union Rescue Medical Clinic	3. Interfaith Health Clinic	
Mental Health	1. Helen Ross McNabb Mental Health Ctr. 2. Lakeshore Mental Health Institute	3. Overlook Mental Health Clinic 4. Oakwood Mental Health Center	
Alcohol-Drugs	1. Detoxification Rehabilitation Institute 2. Lighthouse	3. U.T. Medical Center 4. CAC Substance Abuse Program	5. Peninsula Hospital
Support	1. Knoxville-Knox County CAC 2. Alcoholics Anonymous	3. Helen Ross McNabb Friendship House	
Child Care	1. JTPA (child care broker for multiple centers)		
Transportation	1. CAC (multiple programs) 2. K-Trans	3. Pilot Oil 4. Humans' B.P.	
Education	1. Project Succeed 2. JTPA 3. Pellissippi State Community College 4. Center School	5. University of Tennessee 6. Knox County Adult Education 7. Knox Area State Vocational School	
Training	1. JTPA 2. Knox Area Vocational School 3. Goodwill Industries	4. Pellissippi State Community College 5. Tractor-Trailer Operators' 6. TN Dept. of Vocational Rehabilitation	
Legal	1. U.T. Law Clinic	2. Legal Aid	3. Pro Bono Service
Financial Management	1. Consumer Credit Counseling		

- **Arrange for Short-term Job Search Assistance.** Homeless individuals are often primarily interested in obtaining employment and improving their housing situation in the shortest time possible. Hence, employment and training programs need to provide, either through in-house capabilities or linkages, job search assistance for those who are primarily interested in obtaining employment in the shortest time possible.

- **Provide Basic Skills and Work Readiness Skills Training.** Some homeless individuals need basic and/or work readiness skills training prior to entry into training and employment. This training can be conducted in conjunction with other training or job search assistance.

- **Provide Follow-up and Support.** The problems that led to homelessness do not suddenly disappear upon entering a training program, finding a job, or securing permanent housing. Ongoing assessment, case management, and follow-up support are important ingredients for assisting homeless individuals in retaining employment.

- **Provide Staff Training on Serving Homeless Persons.** Employment and training agencies may need to provide training for their staff and service providers on the needs of and misperceptions about homeless people, the variety of referral agencies locally available to meet those needs, and the best practices for serving homeless participants.

C. ORGANIZATION OF THIS GUIDE

This guide is designed to be practical and user-friendly. Each chapter is organized around a discussion of a specific service or group of services that should be part of a comprehensive employment and training service delivery system for homeless individuals. Each chapter begins with a discussion of the challenges that employment and training agencies may face in providing a particular service to homeless individuals. The discussion then shifts to an assessment of effective strategies for providing each service. Throughout each chapter, examples of effective strategies are illustrated with experiences drawn from JTHDP grantees.

Chapter 2 (Initial Services) addresses the services employment and training agencies are likely to need to provide (or arrange for) in order to effectively recruit and assess homeless individuals. These services include marketing job training services to homeless people, determining which homeless people can benefit from the services provided by each employment and training agency, developing case plans based on assessment, and using case management as the focal point for connecting participants with the range of services they need.

Chapter 3 (Education and Training Services) discusses effective strategies for

providing education and training services for homeless individuals to assist them in securing and retaining employment. The services discussed include: basic skills (i.e., remedial education, literacy training, and English-as-a-Second-Language training) and occupational skills training (including on-the-job training and work experience).

Chapter 4 (Placement and Post-placement Services) examines various strategies for assisting homeless individuals to find and retain jobs over the long term. This includes discussion of job search assistance, job development, placement, and post-placement services (such as regular contact with the participant and employer and re-placement services).

Chapter 5 (Housing and Support Services) examines the critically important range of housing assistance and support services which may be needed by homeless individuals. This chapter identifies the most commonly needed services for homeless people (beyond employment-related services) to be able to secure and retain employment, and illustrates some of the community linkages which have helped JTHDP grantees access those services.

CHAPTER 2

INITIAL SERVICES: RECRUITMENT, INTAKE, ASSESSMENT, AND CASE MANAGEMENT

This chapter presents effective strategies for structuring and providing a range of services -- outreach, intake, assessment, and case management -- needed to recruit and prepare homeless individuals for participation in employment and training activities. As discussed, some of these services will need to be provided directly by your agency, while others you will want to arrange for through linkages with other organizations -- particularly, homeless-serving agencies.

A. RECRUITMENT

1. Background and Challenges

Recruitment includes the ways agencies publicize the availability of their services and encourage individuals within the eligible population to participate. There are a variety of methods typically used by agencies to make potentially eligible individuals within their service area aware of the range of employment, training, housing and other support services available through their programs. Among the recruitment strategies employed by JTHDP sites were the following:

- making regular presentations to administrators/staff at local human service agencies, to ensure that those agencies refer appropriate individuals;
- distributing posters and brochures with information about the program to human service providers, libraries, schools, and other educational institutions;
- promoting public service announcements on television and radio;
- writing newspaper stories and advertisements; and
- using word-of-mouth.

In the areas of outreach and participant recruitment, it is important for employment and training programs to concentrate their relatively limited staff time and administrative resources on methods that yield a pool of program applicants who: (1) are eligible for participation, (2) are motivated to participate in employment and training activities, (3) have a high probability of completing training and upgrading their basic and work-related skills, and (4) once trained, have

a high probability of securing and retaining a job. JTHDP experience demonstrated that it was possible to interest large segments of the homeless population in employment and training programs if outreach strategies were carefully designed. JTHDP also demonstrated that if homeless individuals were carefully screened through the recruitment (and assessment) process, many could complete training and/or secure employment.[7] When designing strategies for recruiting homeless individuals for employment and training programs, JTHDP experience suggests that it is important to consider the following points about homeless individuals:

- **Homeless individuals are by no means a homogenous group; careful assessment is needed to identify those who are likely to benefit from employment and training services.** Generally, with the exception of not having a fixed residence, homeless individuals are probably similar to other disadvantaged adults and youth your program is already serving. Exhibit 2-1 provides an overview of some of the characteristics of homeless individuals served by JTHDP sites and several of the distinctive subpopulations of the homeless population served. Exhibit 2-2 provides a comparison of selected characteristics of JTHDP participants with JTPA Title II-A participants.[8] Despite similarities with other disadvantaged populations you may be serving, homeless individuals may face a larger number of barriers to employment than those typically served by your program. For example, there are segments of the homeless population with serious mental illness or active substance abuse problems who are not likely to be appropriate for employment and training activities.

- **Homeless individuals can be a fairly transient group and may lack familiarity with the local service delivery system.** Some homeless individuals may have migrated from other localities and be unfamiliar with employment, training, housing, and support service programs available in your area. Other homeless individuals may move from an emergency shelter to the street to the homes of friends or relatives, and so forth, making them a moving target for outreach efforts.

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[7]The job placement rate for JTHDP participants (across all years of the demonstration effort) was almost half (47 percent) of all homeless individuals who were enrolled in one or more training or employment services. Training services included: remedial education, job search assistance, job counseling, work experience, on-the-job training, or vocational/occupational training.

[8]For a more detailed analysis of the characteristics of JTHDP participants and a comparison of the JTPA and JTHDP participants, see: John Trutko, Burt Barnow, Susan Kessler Beck, Steve Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997 (refer to Chapter 2).

EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN W/ DEPENDENT CHILDREN
NUMBER	13,893	1,232	5,471	3,032	7,726	2,842
PERCENT OF TOTAL	100%	9%	39%	22%	56%	20%
AGE						
<18	0%	1%	0%	0%	0%	0%
18-21	7%	5%	4%	5%	5%	12%
22-34	47%	43%	49%	40%	44%	62%
35-54	43%	49%	46%	53%	49%	26%
55+	2%	3%	1%	2%	2%	1%
SEX						
Male	60%	62%	71%	72%	100%	0%
Female	40%	38%	29%	28%	0%	100%
RACE/ETHNICITY						
White	35%	48%	35%	30%	32%	40%
Black/Non-Hispanic	53%	41%	53%	59%	56%	51%
Hispanic	7%	6%	8%	7%	7%	5%
Other	5%	5%	5%	5%	4%	5%
VETERAN STATUS						
Non-Veteran	80%	79%	77%	74%	70%	95%
Non-Disabled Vet.	18%	17%	21%	23%	27%	4%
Disabled Veteran	2%	4%	2%	3%	3%	1%
MARITAL STATUS						
Single	55%	56%	57%	59%	64%	45%
Married	10%	7%	6%	5%	0%	16%
Separated	13%	11%	12%	11%	11%	22%
Divorced	21%	24%	23%	23%	24%	17%
Widowed	2%	2%	2%	2%	1%	1%
DEPENDENT CHILDREN						
Yes	29%	18%	19%	17%	9%	100%
No	71%	82%	81%	83%	91%	0%
EDUCATION						
6 or Less (Elementary)	2%	2%	1%	2%	1%	1%
7-11	36%	37%	42%	37%	34%	43%
12 (High School)	38%	34%	35%	37%	39%	38%
13-15 (Some College)	19%	19%	18%	21%	21%	16%
16+ (Completed College)	5%	8%	4%	4%	5%	2%

EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN W/ DEPENDENT CHILDREN
EMPLOYMENT STATUS						
Currently Employed	10%	9%	5%	10%	8%	11%
0 Hrs. Worked Last Week	82%	81%	86%	81%	83%	78%
Hourly Wage < $6.00	53%	60%	51%	54%	47%	64%
Unemployed Last 6 Mo.	50%	60%	57%	56%	51%	50%
GROSS INCOME (6 MO.)						
None	47%	56%	53%	52%	49%	47%
$1-$2,999	39%	27%	36%	31%	37%	37%
$3,000+	14%	17%	11%	17%	14%	15%
INCOME SOURCES						
Wage Income	39%	31%	36%	34%	39%	35%
State/Local GA	22%	22%	32%	26%	27%	10%
Food Stamps	48%	44%	51%	50%	44%	62%
SSI	4%	19%	4%	5%	4%	4%
Social Security	1%	3%	1%	1%	1%	2%
SSDI	2%	9%	2%	3%	2%	1%
AFDC	12%	6%	7%	6%	1%	53%
HEALTH INSURANCE						
None	62%	46%	57%	67%	71%	33%
Medicaid	21%	32%	25%	18%	15%	43%
Medicare	3%	8%	2%	2%	2%	5%
Private Health Insurance.	3%	3%	3%	2%	2%	5%
Other	10%	10%	13%	10%	10%	13%
HOUSING STATUS						
AT INTAKE						
Street	7%	8%	5%	10%	9%	1%
Shelter	44%	39%	36%	43%	45%	40%
Friends/Relatives	19%	15%	12%	18%	15%	29%
Transitional	23%	26%	38%	22%	25%	18%
Other	8%	13%	9%	8%	6%	12%
MONTHS HOMELESS						
<1	31%	21%	21%	0%	23%	48%
1-3	18%	17%	17%	0%	18%	18%
4-6	13%	13%	14%	0%	14%	12%
7-12	15%	16%	18%	0%	16%	11%
13-24	11%	15%	13%	48%	13%	6%
25-48	7%	9%	9%	31%	9%	4%
49+	5%	10%	7%	22%	7%	2%

EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN W/ DEPENDENT CHILDREN
LEADING REASONS FOR HOMELESSNESS						
Job Loss/Lack of Work	60%	57%	60%	68%	59%	38%
Eviction/Unable to Pay Rent	30%	33%	28%	33%	30%	20%
Runaway/Transient	7%	17%	9%	9%	9%	3%
Lack of Affordable Housing	38%	44%	34%	42%	35%	42%
Abusive Family Situation	20%	28%	17%	16%	9%	44%
Illness - Personal or Family	7%	20%	7%	9%	7%	5%
Mental Illness	8%	85%	11%	11%	8%	4%
Alcohol Abuse	28%	45%	70%	36%	35%	13%
Drug Abuse	29%	37%	73%	37%	34%	15%
Termination of Public Assistance	5%	8%	6%	7%	5%	5%
Physical Disability	5%	14%	5%	7%	5%	2%
Divorce/End of Relationship	21%	26%	19%	21%	18%	29%
Released from Prison	10%	11%	16%	12%	13%	3%
Released from Mental Institution	1%	11%	2%	12%	2%	1%
Relocated for Job Market	17%	12%	11%	14%	19%	12%
Other	15%	14%	12%	12%	12%	21%
LEADING OBSTACLES TO EMPLOYMENT						
Lack of Day Care	11%	5%	5%	6%	1%	48%
Displaced Homemaker	4%	6%	3%	3%	1%	14%
Pregnancy	2%	1%	1%	1%	0%	6%
Older Worker (55+)	2%	5%	2%	2%	2%	0%
Alcohol Abuse	22%	35%	56%	29%	29%	9%
Drug Abuse	22%	17%	56%	27%	27%	11%
Physical Disability	6%	19%	8%	8%	6%	4%
Mental Illness	7%	70%	9%	9%	7%	3%
Abusive Family Situation	13%	20%	11%	9%	5%	32%
Illness-Personal or Family	5%	13%	5%	6%	4%	4%
Lack of Transportation	63%	55%	64%	63%	66%	55%
Dislocated Worker/Outdated Skills	14%	20%	13%	17%	13%	13%
Minimal Work History	34%	44%	36%	35%	31%	41%
School Dropout	22%	27%	26%	23%	19%	29%
Lack of Training/Vocational Skills	47%	53%	47%	50%	44%	54%
Limited Language Proficiency	5%	6%	4%	5%	4%	5%
Reading/Math Skills < 7th Grade	12%	14%	13%	14%	11%	11%
Lack of Identification	14%	14%	16%	16%	16%	10%
Lack of Proper Clothing	32%	34%	34%	32%	34%	29%

EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN W/ DEPENDENT CHILDREN
Ex-Offender	14%	18%	25%	17%	19%	4%
Limited Social Skills	8%	22%	11%	12%	9%	5%
Learning Disability	4%	12%	4%	5%	4%	3%
Other	14%	15%	13%	12%	16%	8%

Source: Cooperative Client Information Program. Data are for 21 JTHDP grantees during the period May 1992 through November 1995. Grantees used the CCIP to maintain client-level data on JTHDP participants.

EXHIBIT 2-2: CHARACTERISTICS OF JTHDP PARTICIPANTS COMPARED TO JTPA TITLE II-A TERMINEES

CLIENT CHARACTERISTICS	JTHDP PARTICIPANTS PARTICIPANTS	JTPA TITLE II-A NON-HOMELESS TERMINEES	JTPA TITLE II-A HOMELESS TERMINEES
AGE			
Less than 30	33%	41%	28%
30-54	65%	56%	71%
55+	2%	2%	2%
GENDER			
Male	63%	33%	62%
Female	37%	67%	38%
RACE/ETHNICITY			
White/Non-Hispanic	36%	53%	41%
Black/Non-Hispanic	53%	32%	44%
Hispanic	7%	14%	9%
Other	4%	3%	5%
VETERAN STATUS			
Veteran	20%	8%	20%
Non-Veteran	80%	92%	80%
AVG. # OF CHILDREN UNDER 18	0.6	1.3	<1
EDUCATION			
Less than High School	39%	23%	25%
High School Graduate	38%	56%	54%
Post High School	23%	21%	22%
LABOR FORCE STATUS AT INTAKE			
Employed (Full- or Part-time)	10%	15%	8%
Unemployed	75%	52%	54%
Not in the Labor Force	15%	33%	39%
AVG. WEEKS UNEMPLOYED DURING 26 WEEKS PRIOR TO INTAKE	17	12	13
% U.I. CLAIMANT OR EXHAUSTEE	5%	15%	10%
AVG. PRE-PROGRAM HOURLY WAGE	$6.37	$6.07	$6.07
% RECEIVING AFDC AT INTAKE	11%	42%	31%
OBSTACLES TO EMPLOYMENT			
Offender	14%	13%	31%
Substance Abuse	25%	5%	27%
Disabled	6%	8%	11%
Limited Language Proficiency	5%	5%	3%
Long-term AFDC Recipient	3%	16%	6%

EXHIBIT 2-2: CHARACTERISTICS OF JTHDP PARTICIPANTS COMPARED TO JTPA TITLE II-A TERMINEES (CONTINUED)

CLIENT CHARACTERISTICS	JTHDP PARTICIPANTS PARTICIPANTS	JTPA TITLE II-A NON-HOMELESS TERMINEES	JTPA TITLE II-A HOMELESS TERMINEES
TYPES OF SERVICES RECEIVED			
Vocational/Occupational Training	21%	56%	NA
Remedial	23%	21%	NA
On-the-Job Training	4%	14%	NA
Work Experience	13%	4%	NA
Transportation	76%	51%	NA

Note: Figures are for JTPA Terminees in Program Year (PY) 1994 (July 1, 1994 - June 30, 1995), as reported by DOL/ETA from JTPA Standardized Program Information Report (SPIR). Sample size for JTPA Title II-A non-homeless terminees is 226,468; sample size for JTPA Title II-A homeless terminees is 5,569. JTHDP figures are based on participant-level data maintained by sites for Phases 2 through 4. Sample size for JTHDP participants is 28,617.

- **Some homeless individuals may have little interest in receiving job training.** The dire economic circumstances faced by most homeless individuals are likely to mean that they are (at least upon entry into the employment and training program) primarily interested in obtaining a job as rapidly as possible. Many homeless individuals are likely to lack interest in pursuing job training, at least until it is determined they cannot obtain a job with their existing base of skills and work experience. It is important to remember that many homeless individuals will have developed work-related skills and relevant experience over the years and may not need further training.[9] It is also important to remember that some homeless (like other disadvantaged individuals) may have failed in the past in education or training settings and, therefore, are not anxious to return to a setting in which they have been unsuccessful.

2. Strategies

The recruitment strategies used for homeless individuals are likely to be quite similar to those your agency used to recruit other disadvantaged individuals, though homeless individuals are likely to require additional outreach efforts through homeless-serving agencies. Two key lessons learned by JTHDP grantees relating to recruitment of homeless individuals for employment and training programs were the following:

- do not recruit homeless individuals directly off the street; and
- utilize homeless-serving and other agencies to assist with recruitment of homeless individuals.

Homeless-serving agencies have a track-record of working with this target population and, if well-instructed, can provide a reservoir of appropriate and well-screened homeless participants for your program. Several strategies designed to help employment and training agencies identify and recruit appropriate homeless individuals are presented below.

a. Outreach Strategy #1: Identify the Types of Homeless Individuals You Can and Cannot Effectively Serve

Through past experiences, your agency has learned that not all individuals are appropriate for or likely to benefit from participation in employment and training activities. It is essential to direct outreach efforts toward those homeless individuals who are highly motivated and have a

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[9]For example, under JTHDP 74 percent of participants received job search assistance and 70 percent received job counseling, compared to 23 percent of participants who received remedial education/basic skills instruction and 21 percent of participants who received vocational/occupational training.

strong likelihood of successfully utilizing the services you offer to obtain and retain employment (and eventually achieve long-term self sufficiency). Some important considerations include the following:

- **Housing Status.** Individuals living on the street or tenuously in shelters are unlikely to be able to make a long-term commitment to training. Outreach should be targeted on those homeless individuals who are in housing situations that allow for an extended stay (e.g., transitional facilities that allow for six months or a year stays, emergency shelters with open-ended stays).

- **Involvement with Drugs and Alcohol.** JTHDP grantees found that an active substance abuse problem was a barrier to completing training and obtaining employment, but that clients in recovery were often highly-motivated and successful program participants.

- **Means of Financial Support.** Those individuals without a means of financial support are generally less able to participate in long-term training. Some JTHDP sites placed participants in part-time jobs and training concurrently, or found other means of financial support.

- **Preference for Training Versus a Job.** Because of their homeless situation and lack of financial support, many homeless individuals have a strong preference for working over training. It is important during outreach to make clear what your program offers so that homeless individuals understand the nature of their commitment to the program.

b. Outreach Strategy #2: Identify Agencies That Can Help With Outreach and Recruitment

Depending on the types of homeless individuals your agency is able to serve, you will need to identify and establish linkages with other agencies in the community that are able to screen and refer homeless individuals to you. In addition to the screening and referring function, homeless-serving agencies can help your participants secure appropriate housing and support services. Below are some of the types of homeless-serving agencies with which you will want to consider developing linkages:

- **Shelters and transitional housing programs** should be your first stop. These programs are likely to be able to provide a steady stream of homeless persons who are temporarily housed. If you work closely with them, they can effectively screen and refer those individuals who are ready and can most benefit from job training. They are also likely to be able to extend periods of stay at their facilities to assist those entering training or other employment services. These agencies may also

provide assessment and ongoing case management services that can be helpful in tailoring services to meet client needs and monitoring client progress toward self-sufficiency.

- **Community action agencies** offer a broad range of services to the homeless and non-homeless alike. They may be able to provide on-going support and information and referral for an extensive array of needed services.

- **Public assistance agencies** may know when their clients are at risk of homelessness and can refer them to your program at the point when they are nearing or have recently become homeless, an easier point at which to serve them than after they have been homeless for several months.

- **Halfway houses** for individuals in recovery or for ex-offenders returning to the community provide support services that can help people maintain sobriety and stability while they are in a job training program and after job placement. They often provide transitional housing and on-going case management.

- **Soup kitchens** typically attract the most transient homeless persons, but they also serve increasing numbers of homeless families and individuals who may be motivated to work. Many also provide a range of services beyond serving food. These multi-service agencies, if provided with criteria for screening homeless individuals, can provide a steady source of appropriate referrals for an employment and training program.

- **Domestic violence programs** provide direct outreach services to battered and abused individuals, many of whom are in need of job training and employment services to become economically independent. These programs typically provide temporary housing, case management, and a wide range of specialized support services.

The Tucson Indian Center (TIC) conducted an extensive outreach effort with several phases. First, TIC mailed brochures to social service agencies in the area. Second, it followed-up with phone calls to verify that the information was received and to set up face-to-face meetings. Third, TIC staff held meetings with social service agencies in Tucson that worked with the homeless or American Indians. TIC contacted agencies including: shelters, Indian tribes, substance abuse programs, city agencies, and churches.

c. Outreach Strategy #3: Develop Cooperative Agreements with Appropriate Referring Agencies

After identifying agencies that serve and could refer homeless persons potentially eligible for your services, meet with the directors and front-line staff of these agencies. At this meeting:

- **Market the value of your agency's services.** An important point to emphasize is that job training and employment services hold the key to long-term and higher wage employment -- key ingredients in making self-sufficiency a reality.

- **Explain the specific elements of your agency's services (e.g., intensity of case management, available support services, and duration and types of training).** Be clear about the scope and limits of what your agency provides and about the requirements and expectations for participation in your program.

- **Obtain background information about these agencies, including the types of individuals served, how these individuals flow through the program, types of services provided, and the extent and duration of participation.**

If the homeless-serving agency can serve as an effective referral source, negotiate a cooperative agreement. This document should be specific in terms of the roles and responsibilities of both the partners, the anticipated number and types of homeless individuals to be referred, and the criteria used to screen individuals for referral. Emphasize the importance of **quality and appropriate referrals** over quantity of referrals. As part of the agreement, specify the types of on-going services both partners will provide for individuals referred to your program, including the types of assessments administered and case management responsibilities.

d. Outreach Strategy #4: Be Sure Referring Agencies Conduct Thorough Initial Screenings to Determine Appropriateness of Clients for Your Program

Prior to referral to an employment and training program, the homeless-serving or other referring agencies should assess the individual's appropriateness for employment and training services. JTHDP sites found that some of the problems that led to homelessness -- such as, mental illness, substance abuse problems, serious basic skills deficiencies, and inability to work cooperatively with others in the workplace -- were often not revealed (or apparent) at the time of intake. However, over time, through observation and building of trust between the referring agency's case manager and client, a better understanding of the unique circumstances of each individual and potential problems that may stand in the way of successful job training and placement are likely to emerge. The careful pre-screening of potential participants by the referring agency using criteria provided by the employment and training agency -- while not

ensuring success -- can greatly increase the odds that referred individuals will successfully complete training and enter employment.

Knoxville-Knox County Community Action Committee operated the Homeward Bound program for homeless individuals in the Knoxville area. This program, co-located with the JTPA agency, screened homeless individuals for eventual participation in JTPA (and provided a range of other employment, support, and housing services). In working closely with staff at the JTPA agency over a five-year period, Homeward Bound staff came to realize that about 20 to 25 percent of the homeless individuals they served were interested in and appropriate for referral to JTPA for training. Homeward Bound case managers assessed and worked with homeless individuals typically a month or longer before determining whether they were suitable for referral to JTPA. The Homeward Bound staff met regularly with JTPA staff to discuss referrals and make collaborative decisions on which Homeward Bound participants would be referred to JTPA for training.

e. Outreach Strategy #5: Provide Feedback to the Referring Agency on Appropriate and Inappropriate Referrals

It is very important to maintain an ongoing dialogue with the staff at the agencies making referrals to your program. This is particularly important when the agency is just beginning to refer homeless individuals to your program. Remember these two main points:

- **Start slowly with the referring agency.** The agency should send over only a few potential participants at first so that each agency can get a feel for the types of individuals appropriate for referral.

- **Share with the referring agency the specific reasons that each referred individual is suitable or unsuitable for your program.** Feedback is also needed as participants proceed through your program so that the referring agency understands the types of individuals that seem to be most successful in completing training and finding/retaining a job.

Similar to referrals from other sources, there will be both successes and failures when working with homeless individuals. The key over time is to refine (through discussions) the screening procedures used by the referring agency so an increasing proportion of those referred complete training, and successfully enter and retain employment.

B. INTAKE

1. Background and Challenges

The intake process serves two very important functions -- (1) documentation is obtained to determine applicant eligibility for program services and (2) information is obtained to preliminarily assess the suitability of the applicant for program services. While homeless individuals are probably not all that different from many of the disadvantaged individuals your program is already serving, it is important to keep in mind some of the special circumstances that may arise with respect to intake of homeless individuals into your program:

- **The existence and validity of documentation needed during the intake/eligibility determination process can sometimes be a problem for homeless individuals.** For example, homeless individuals may have lost identification, such as their driver's license and other needed documents during their period of homelessness. It can also be difficult for some homeless individuals to provide documented proof of their homelessness (especially if they are not staying in a homeless shelter or transitional facility).

- **Homeless individuals may be guarded (or suspicious) about sharing information and documentation with program staff.** Some homeless individuals have been shuttled from agency to agency, been "accessed" over and over, and perhaps had bad or humiliating experiences with human service agencies in the past. For example, they may have been asked to leave emergency or transitional housing facilities because of active substance abuse issues; they may have been thrown out of employment and training programs in the past because of bad attendance or poor behavior. As a result of these past experiences and fears that they may not be considered for program services, homeless participants may be guarded about their past and unwilling to share information during the intake process. For example, until they develop a trusting relationship, homeless individuals may be very reluctant to share information about past job loss, basic skills deficiencies, alcohol or drug use, arrests, abusive family relationships, or mental and physical health problems.

- **Homeless individuals may find it very difficult to make long-term commitments to basic skills or job-related training.** Even those homeless individuals who express a strong preference for job training may find it very difficult to pursue training over the long-term without some form of financial assistance (e.g., a Pell grant or public assistance). Because of their lack of resources, homeless participants may need more flexible training options (e.g., a combination of part-time work and part-time training, on-the-job training, or compressed training options).

2. Strategies

The intake process is important because it: (1) clarifies for the applicant the types of program services available through your program and the responsibilities of participants under the program and (2) provides an opportunity for the program to make an initial determination of whether the individual is appropriate for program services. Below, several strategies relating to an effective intake process are offered based on JTHDP experiences.

a. Intake Strategy #1: Request Background Information and Documentation From the Referring Agency

A key during the intake process is to learn as much as possible about the individuals who are to be served. Collection of detailed information about each applicant makes it possible to determine those individuals who are appropriate or inappropriate for program services. This information can also be helpful in beginning to tailor employment, training, and other program services to meet the specific needs of each participant. To the extent possible, your agency should gather background information on each homeless individual directly from the case manager at the referring agency. Some important issues to discuss with the referring agency (and with the applicant during the intake process) include the following:

- reasons the individual became homeless;
- evidence of a history of substance abuse or mental illness;
- behavioral problems such as displaying repeated disruptive behavior;
- basic skills deficiencies;
- other potential barriers to employment, e.g., lack of financial support, health issues; and
- needs for support services -- especially housing, transportation, and child care.

As discussed above, determining eligibility can sometimes be delayed or complicated for homeless individuals because of difficulties in acquiring necessary documentation. The referring agency may be able to provide this documentation, or other agencies in your area may be able to assist homeless individuals in gathering needed documentation.

Elgin Community College (ECC) in Illinois developed a linkage with Centro de Informacion, a local community-based organization serving the Hispanic population. ECC served a large Hispanic population and found the need to link with an agency that was more familiar with some of the distinctive needs of that population. In addition to providing ESL classes and advocacy, Centro de Informacion assisted ECC participants in securing documentation, such as birth certificates. This service was an invaluable resource that enabled ECC to enroll its JTHDP clients in JTPA training.

b. Intake Strategy #2: Use the Intake Process to Clarify Program Objectives, Services, and Expectations

Intake and the suitability determination process represent an opportunity not only to gather information about potential participants, but also to explain program objectives, services, and expectations. As with any program participant, clearly explain the specific types of services provided through your program, including their duration and timing. Make sure to delineate the time involved in training (both the number of hours per week and the number of weeks/months an individual may be involved in training) and the responsibilities of training participants if they undertake long-term training. Also, make sure to indicate limits on the cost of tuition and the types of institutions that may be attended. You will want to assess, with input from the referring agency, the degree to which applicants are committed and motivated to participate in job training and eventual employment, and that their expectations for employment are realistic. You may want to conduct skills and interest assessments during the intake process to help guide your discussions with the applicant.

At Project WORTH, a JTHDP project sponsored by the Jefferson County Public Schools in Louisville, Kentucky, intake was a multi-step process beginning with a group orientation that provided a program overview. The overview helped applicants determine whether the program goals and structure were compatible with their personal goals. Those who were interested were then interviewed privately. If they met the eligibility criteria, they took a basic reading skills test. Only if their reading level met the program's minimum standard was an appointment made to begin the official intake process.

c. Intake Strategy #3: Assess the Types of Resources Available to Maintain Participation During Involvement in Employment and Training Activities

Because of their lack of resources and possible limitations on stays at emergency or transitional facilities, homeless individuals may be reluctant to commit to long-term training or may need to attend such programs part-time (while working). It is important to accurately assess their situation prior to enrollment in employment and training activities. Some applicants will

come to the program with public assistance they can rely on during their period of training -- perhaps AFDC, food stamps, Supplemental Security Income (SSI), general assistance (GA) or emergency assistance (EA). Some may be eligible for cash assistance or food stamps but are unaware of their eligibility and need to be referred to the appropriate agency. Others may come to the program with part-time or even full-time (but low-wage) employment. Still others (especially single, homeless males) may have exhausted their benefits (e.g., unemployment compensation or general assistance) and may not be eligible to receive any public assistance beyond food stamps.

One of the distinctive characteristics of homeless applicants, as compared to other applicants to your program, is their lack of stable housing. It is important to understand their current housing situation, and to verify that situation with the referring agency. An emergency shelter may be willing to guarantee a bed or a transitional housing facility may be flexible with the curfew, as long as the individual is participating in your program. Hence, during the intake process, some important questions to ask are:

- What is your housing situation, and how long can you remain in that housing?
- What resources do you have available to sustain yourself during a prolonged period of training?
- Are you willing to work full- or part-time while in training?
- How will you take care of dependent children while in training?
- What type of transportation do you have available so you can attend training?

d. Intake Strategy #4: Have a Well-coordinated Plan for Referring Ineligible or Inappropriate Applicants to Other Needed Services

Even if homeless individuals are well-screened by the referring agency, it is likely some of those referred will find that your program is not for them (e.g., they would rather get a job first and then consider training) or you may find that the individual is not yet ready or appropriate for training. Hence, it is important for your program to have a well-coordinated plan for referring those who are inappropriate to other services. JTHDP experience suggests that in working with homeless individuals strong linkages will be needed with the following types of organizations:

- the Employment Service and other programs providing job search services;
- public assistance agencies (e.g., departments of social services, community action organizations);

- housing programs, both public and private;
- in-patient and out-patient substance abuse programs and support groups (such as Alcoholics and Narcotics Anonymous);
- programs for veterans (e.g., Veterans Administration hospitals and support centers);
- vocational rehabilitation programs; and
- mental health and other health care providers, including dentists and opticians.

In working with homeless individuals -- many of whom have been referred back and forth between agencies in the past -- the way in which referrals are made can make an critical difference in whether the individual follows up on the referral. In addition to a resource directory of available service providers, your agency should have an established contact at other agencies and formal procedures for making referrals. These procedures should include some type of feedback to the referring agency about the results of the referral. By having an established relationship with service providers, you can better understand the other agencies' eligibility requirements and increase the likelihood that individuals you refer for services at other agencies are eligible and receive the services. (See Chapter 5 for more information on linkages with agencies providing housing and other support services.)

The Seattle/King County Private Industry Council, a JTHDP grantee, used its intake process as the beginning of a comprehensive assessment that determined which applicants were appropriate for job training services and identified the range of services applicants needed to increase their chances of achieving self-sufficiency. Once screened, participants were enrolled in employment and training activities or referred to services at other agencies, if necessary. For example, if there was evidence of chemical dependency, the individual was referred to a drug/alcohol recovery center for treatment prior to enrolling in training. The PIC had cooperative agreements with a number of substance abuse programs, which enabled applicants to be served quickly and increased their chances of returning to the PIC for employment and training services.

C. ASSESSMENT AND CASE MANAGEMENT

1. Background and Challenges

Assessment and case management are closely related activities. The client assessment process identifies client aptitudes, skills, obstacles to employment (and self-sufficiency), and

needed services. This process results in the development of a case plan identifying client objectives and specific steps and services required to meet each specific objective. Case management involves the assignment of an agency staff member (i.e., case manager) to each participant to regularly monitor participant progress toward achieving case plan objectives and to make adjustments in the plan, as needed. The case manager also serves as a resource to participants for troubleshooting problems and access to other services needed to achieve case plan objectives. Assessment and case management are essential for tailoring services to the specific needs and employment barriers faced by each participant.

Organizations referring homeless individuals to employment and training programs will likely have assessed the individual prior to referral. Your agency should work closely with these referring organizations to understand the assessments that have already been conducted, and, if possible, to obtain the results of relevant assessments. The use of assessments conducted by other agencies will reduce the burden of additional assessment for participants and also save resources.

Seattle's homeless project used a comprehensive assessment process. Assessment covered six areas: basic skills, work skills, pre-employment/work maturity skills, life skills, housing needs, and support services. The case manager and/or the assessment specialist were responsible for conducting the assessment and preparing an Individual Training and Housing Plan together with the participant, which they adjusted based on ongoing assessment and case management throughout the client's participation in the program.

Challenges you might encounter in assessing and case managing homeless participants include:

- **There is a fine line between over- and under-assessment.** A thorough assessment is necessary to determine participant goals and to tailor services to the specific needs of participants. A lengthy and unnecessary assessment, however, may discourage participation and take away from time that individuals (and staff) could be devoting to employment and training activities.

- **With multiple agencies involved, there can be overlap and confusion in the area of case management**. Homeless persons, particularly those living in a structured housing setting or participating in substance abuse treatment programs, may already be working with case managers from other agencies. Your agency will want to coordinate efforts with these case managers to avoid duplication of services and confusion for both staff and participants. For example, where multiple case managers are involved, one case manager could be suggesting one solution to a problem, while another is suggesting a different solution. It is preferable, when multiple agencies are involved with one client, to identify a single lead case manager who takes responsibility for the client.

The Home Builders Institute's HEART program addressed case management overlap by establishing a formal agreement with a local case management organization. The agreement spelled out linkages between the HEART program, the case management organization, the JTPA provider, and shelters. Case management for HEART participants was based on the case plan which was developed jointly by the case manager, the HEART training coordinator, and a JTPA representative.

- **Homeless individuals may be guarded about providing needed information.** As discussed earlier, until you are able to develop rapport with homeless individuals, it is possible that they will be reluctant to share information about themselves that may be important in developing a case plan. For example, they may be reluctant to discuss the problems that led to their homelessness, such as basic skill deficiencies, substance abuse problems, incarceration, or an abusive family situation.

2. Strategies

a. <u>Assessment and Case Management Strategy #1: When Possible, Use Other Agencies to Help with Assessment and Case Management</u>

As we discussed in the section on intake, if a homeless client has been referred from another agency, it is important to obtain as much input and information from that agency as possible. In the case of homeless individuals referred by other agencies, there is a strong likelihood they have already had some form of assessment. In addition to receiving help in the assessment process, your agency may be able to secure case management services (or some part of the case management function) through linkages with other organizations. For example, many participants referred from homeless-serving agencies will have case managers (e.g., individuals living in transitional housing facilities).

If you rely upon case managers (outside of your organization) for information and tracking client progress, meet regularly with these case managers to coordinate case activities. Any staff working with the participant -- whether they are in your job training agency or in a partner agency -- should be familiar with the goals and objectives of the participant's case plan.

Project WORTH in Louisville, Kentucky developed a client programming flow chart that identified which specific staff at each agency were responsible for every step of the case plan. Job development, for example, was identified as a shared responsibility between the case manager, the Project WORTH job developer, and the client's vocational teacher. The case manager shared responsibility for housing follow-up with Project WORTH's housing liaison and job developer, along with the Section 8 coordinator for the county housing agency.

b. Assessment and Case Management Strategy #2: Help Establish Realistic Training and Job Expectations for Participants

Not unlike other disadvantaged individuals coming to employment and training programs, some homeless individuals may arrive with "pie in the sky" expectations about the types of jobs for which they might be able to train. For example, an individual may come to the program with substantial basic skills deficiencies expressing a desire to become a registered nurse (which requires graduation from a college nursing program). While attempting not to diminish motivational levels of the individual, it is important during the assessment process and case management meetings to convey to the participant:

- what your program can and cannot do (e.g., there are constraints on how long the individual can be assisted and the types of institutions that can be attended);
- the basic skills and educational prerequisites for entering training (and eventually for the preferred occupations);
- limits on the tuition charges for training; and
- the likely time involved and financial commitment on the part of the participant.

JTHDP sites reported that when properly and thoroughly discussed -- together with supporting objective test results from educational and occupational interest tests -- most individuals came around to realistic views of the types of training they should undertake.

c. Assessment and Case Management Strategy #3: Assess Housing and Support Service Needs and Document Referrals in the Case Plan

JTHDP grantees found that homeless participants were substantially more likely to complete training programs and enter employment if, during the assessment process, housing and support service needs were carefully identified and subsequently addressed. Housing assistance and support services must be carefully tailored to both the needs and preferences of the individual. For example, while transitional housing located far from a bus stop might not be a problem for a person with a car, it would present problems for homeless individuals dependent on public transportation to get to a training site or to work. As with any plan for service delivery, housing assistance and support services should have clear goals and resources that will be used to reach the goals. The goals and resources should be clear to both the case manager and the participant.

If the individual is referred from other agencies with an expertise in the area of providing housing assistance (e.g., a homeless-serving agency such as an emergency shelter), it is possible that the homeless-serving or other referring agencies will have already conducted a thorough

assessment and established a plan for improving an individual's housing situation. Ask these referral agencies to share their information about the participant and steps the individual should be taking to improve his or her housing situation. If a housing assessment has not been completed or is not available from the referring agency, some important questions to ask are:

- How long has the individual been homeless?
- Where does the individual reside (e.g., on the street, in emergency shelters, with friends or family, or in supported or transitional housing)?
- What are the individual's preferences for short-term and long-term living arrangements (e.g., rent, location, sharing of an apartment or living alone, willingness to live in emergency shelters or transitional facilities)?
- What potential resources are available (including friends and relatives) and what are the barriers to securing and upgrading housing?
- Does the applicant have special needs or requirements (e.g., a physical or mental disability, a history of substance abuse, or a history of serious mental illness)?

Any referrals your agency does make for housing or other support services should always be documented in the case plan. Tracking each referral and its outcome helps to assure that homeless participants (and other participants) receive the services they need and enables administrative staff to renegotiate referral agreements when documentation shows that they are not working smoothly.

d. Assessment and Case Management Strategy #4: Continue Assessment and Case Management Throughout a Participant's Involvement in Your Program

Because of reluctance on the part of participants to discuss some sensitive issues at the time of intake and because circumstances can change over time (e.g., need for transportation or housing assistance), questions relating to the individual's circumstances and service needs should be asked periodically and the case plan updated accordingly. The frequency of meetings between clients and case managers varied across JTHDP sites, but generally were more frequent (e.g., once a week) during the early weeks of a client's participation and at points of crisis or transition. These meetings were typically in-person and focused on monitoring the progress participants were making toward achieving their case plan goals. In some JTHDP sites, case managers met regularly as a group with a supervisor to share progress and seek group advice on individual clients.

Finally, it is important to keep case manager/client ratios low enough so that the case managers have time to get to know and maintain regular contact with each client and have the flexibility to devote additional time to clients should unforeseen problems arise. JTHDP sites tried to keep case management caseloads typically under 25 participants per case manager (at any point in time).

CHAPTER 3

THE ROAD TO SELF-SUPPORTING EMPLOYMENT: EDUCATION AND TRAINING SERVICES

This chapter describes education and training services needed by homeless individuals to secure and retain employment. These services -- *basic skills*, including remedial education, literacy training, and English-as-a-Second-Language instruction, and *occupational skills training*, including classroom training, on-the-job training, and work experience -- do not vary from the services needed by most employment and training program participants, but the need for flexibility in service delivery may be greater for homeless participants. What follows is a discussion of the special challenges in providing education and training services to homeless individuals and effective strategies for overcoming those challenges. Many of the strategies identified as effective in delivering basic skills training are relevant to the delivery of effective occupational skills training (and vice versa).

A. BASIC SKILLS TRAINING

1. Background and Challenges

Employment and training programs are likely to find that basic education deficiencies need to be addressed for as many as a quarter of homeless individuals referred for occupational training. For example, about one-fourth (23 percent) of JTHDP participants received remedial or basic skills training, and 22 percent were school dropouts.[10] In some instances, the referring agency may be able to provide or arrange for basic skills training before the participant is served by your agency; but in other cases, it will be necessary to arrange such services before the participant can enroll or concurrent with enrollment in occupational training. While the basic skills deficiencies and the ways they are addressed are similar for homeless individuals and other disadvantaged individuals, there are some potential barriers to providing basic skills training for homeless individuals, including the following:

- **Urgency to obtain employment.** Although participant assessment may indicate a need for educational remediation, the participant's circumstances may rule out this type of instruction unless some arrangement is made for income and housing support while the individual is involved in basic skills instruction.

- **Past failures in educational settings.** Some individuals may have failed in

[10]By comparison, 21 percent of JTPA Title II-A participants received remedial education in PY 1993; 23 percent were school dropouts.

previous efforts to address basic skills deficiencies (e.g., dropped out of high school or failed to complete a literacy program). As a result, they may enter programs with low self-esteem and lack confidence in their ability to succeed within an educational setting.

- **Resistance to structure and requirements.** As with many adults, the structure and requirements of classroom training may be something homeless individuals thought they had left behind long ago. For homeless individuals, this feeling may be heightened because of the lack of structure during their period of homelessness.[11]

2. Strategies

a. Basic Skills Strategy #1: Develop a Step-by-Step Plan for Upgrading Basic Skills in Line with Job Training and Employment Objectives

Tests of basic skills conducted during the assessment process (and perhaps by the referring agency) should provide your case manager with a detailed picture of the participant's basic skills deficiencies. Test results and their implications for future training and employment should be discussed with each participant. During these discussions, it will be important to gather information from the participant needed to plan the type and duration of basic skills training. Among the issues to be discussed are:

- Has the individual received basic skills training in the past? If so, when, from whom, for what deficiencies, and was the training completed? If the training was not completed, why was this the case? It is important at this point to determine whether the individual has some probability of completing basic skills training, and past performance is an indication of this.

- What length of time is the participant willing to commit to basic skills training, and what goals would the individual like to achieve? Is the proposed length and type of basic skills training sufficient for the individual to qualify for and succeed in subsequent occupational training?

- When can the individual attend training? Does the individual plan to work while attending training? Is the individual constrained in the hours he or she can attend training because of child care? Does the residence where the individual is temporarily staying place any restriction on activities or the hours in which the

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[11]There are a number of other barriers homeless individuals may face in accessing education and training services, such as lack of transportation and the need for flexible training times. These other barriers are addressed later in this chapter (see Section B).

individual can participate in outside activities?

- Does the individual face transportation constraints, which may limit where the individual can attend training?

Based on these discussions, a realistic plan for addressing basic skills deficiencies should be developed. The plan should be tailored to the individual, clearly setting forth the objectives of the remediation effort, the time frame and intensity of the training, and the steps the individual is expected to undertake to reach his or her goals.

One participant enrolled in the Hennepin County JTHDP program worked a full-time job and attended basic skills classes in the evening. He welcomed the grueling schedule for three reasons: it provided him with enough income to get by while pursuing skills training that would lead to a better job, he didn't have the time to associate with other residents where he was living who would likely have been a negative influence, and it kept him too busy to even consider revisiting his own history of substance abuse.

b. Basic Skills Strategy #2: Provide for a Wide Variety of Settings, Methods, and Timing in Arranging for Basic Skills Training

Whether your program provides basic skills training in-house or through referral, there should be considerable flexibility in the delivery of this basic skills training to your homeless participants. In selecting basic skills providers, consider the following:

- **Access open entry/exit programs.** Because a person does not necessarily become homeless at the beginning of a semester and a homeless person needs to move quickly toward employment, it is important to be able to access basic skills training rapidly (i.e., without having to wait for a new class to form in the fall or spring semester).

- **Provide for flexible training hours.** Because homeless participants may have time-specific obligations at their housing facility, or need to work while enrolled in training, basic skills training should be available during the day and in the evening.

- **Incorporate individually-paced instruction.** Because individuals, homeless or otherwise, do not learn at the same rate, basic skills training needs to be individually-paced.

- **Tailor methods to the individual.** Some individuals work best using pen and paper; others progress more quickly using a computer. Assure through your

coordination arrangements and/or through in-house capabilities that participants will be able to utilize the methods best suited to their learning style. Generally, a blend of computer and teacher-assisted instruction seems to work best.

At Elgin Community College (ECC), all participants who did not graduate from high school or who graduated but felt deficient in basic skills were referred to the ECC Adult Basic Education Center. An immediate assessment (the Test of Adult Basic Education) was administered, and since the program was open entry/open exit, the participant could begin classes the next day. Both morning and evening classes were available, instruction was individually-paced using computers or work books, and child care was provided. This service was available to all in the community.

When establishing coordination agreements with providers for basic skills training, keep in mind that community colleges and vocational schools sometimes precede their occupational skills training with several weeks of remediation. Other facilities will provide tutoring and self-help laboratories for students to address specific basic skills deficiencies while they are in occupational skills training.

c. Basic Skills Strategy #3: Regularly Monitor How the Individual Is Progressing

It is important for case managers to regularly monitor participants' progress toward achieving basic skills goals. First, they may be less likely to have had successful experiences in similar types of programs in the past, and without support may not complete the training. As a result, they may require additional support. Second, the lack of structure in some homeless individuals' lives may make the transition to classroom training more difficult. Regular attention from a case manager and flexibility in the delivery of basic skills may make the difference in whether a participant completes or fails to complete basic skills instruction. Third, those homeless participants who have not used their basic skills regularly, may need only a "refresher" course in basic skills. Staying attuned to the individual may enable the participant to move more quickly through basic skills training.

At the Greater Washington Boys and Girls Club, all participants received, at a minimum, monthly progress reports from the Education Specialist. These reports were discussed with the participants and their case managers. The reports described participants' progress in meeting their basic skills goals and in GED preparation. The Specialist also provided direction and guidance to the vocational instructors and provided input for curriculum and training development.

d. Basic Skills Strategy #4: Assure That Basic Skills Training Is Contextual

There are many training programs that teach basic skills in a "real world" context (e.g., learning multiplication through calculating sales tax as opposed to rote memorization of the multiplication tables). This type of learning has proven to be effective with students of all ages. It is particularly important for adults, who need to relearn basic skills which are frequently geared to younger students.

> *The Homeless Initiatives Pilot Project (HIPP) of the Seattle-King County PIC found that homeless persons with low basic skills were unable to get hired or retain jobs that provided livable wages. Basic skills deficiencies also deprived homeless persons of opportunities to enter vocational training. As a result, all participants scoring below the employable range on the basic skills competency tests were required to take basic skills as part of their program. Basic skills training was offered concurrently with other training or work development activities. HIPP found that basic skills were acquired more rapidly and with greater retention if the learning was contextual and closely tied to real work or life tasks.*

e. Basic Skills Strategy #5: Include Life Skills Training as Part of Any Occupational or Basic Skills Training Program for Homeless Individuals

Individuals fall into homelessness, in part, because they have difficulty managing their lives. No matter how successful you may be in providing them with education and training, they are likely to become homeless again unless they improve their ability to handle the responsibilities of day-to-day living. Life skills training can incorporate a broad range of topics and is often integrated into job search/pre-employment training, occupational skills training, or basic skills training. Life skills training can be provided directly by your agency, through referral, or by agencies with which your participants are already linked. Some of the topics typically covered in life skills courses include:

- communication skills,
- anger management,
- self-esteem development,
- motivation skills,
- personal budgeting,
- goal setting, and
- consumer awareness.

There are several topics that are of particular benefit to homeless participants:

- **Self-esteem training** can counter the psychological effects of homelessness. This can be particularly important for individuals who have escaped from an abusive relationship or who have been battered or otherwise abused since they became homeless.

Some of the abused women interviewed during site visits identified self-esteem as their most critical employability issue. The Kentucky Domestic Violence Association (KDVA) used resume writing to foster self-esteem; by identifying and highlighting skills, the agency found that participants enhanced their self-esteem. KDVA allowed two full days for resume-writing during its pre-employment skills workshop to gain the full self-esteem benefit that can result from resume preparation.

- Building **participant motivation** through small group training and support groups, and reinforcing motivation through the case management relationship can help identify and recognize even small successes and keep participants progressing toward their goals.

Project Decisions in Saint Paul successfully added three half-days of motivational training for some participants to lower the dropout rates that peaked after assessment. Other participants entered motivational training later, after they began job search when discouragement can set in. Offered by a charismatic and skilled Goodwill Industries consultant, the motivational training focused on planning and goal-setting in four areas: personal, job, family, and community. One Project Decisions staff member described the motivational training as "validating your inner vision of what you think you can be."

Project WORTH staff made a great effort to acknowledge and regularly reward even small accomplishments, such as a participant who had good attendance in training or raised his/her reading level. Awards included gift certificates for restaurant dinners and for shopping at area department stores.

- Many of the circumstances that contribute to homelessness relate to **money management**. Some homeless people lived beyond their means for too long; others did not understand which debts could be negotiated and which were inflexible. Money management training can help participants to better manage their finances in the future. It can also help participants make appropriate training choices by increasing their understanding of the implications for long-term self-sufficiency of taking an immediate job opening paying minimum wage versus enrolling in training that will lead to a higher-paying job.

- **Housing management** instructs individuals about the rights and responsibilities of renters and landlords. For example, homeless individuals who have been living

in a shelter or transitional housing for a prolonged period may need to be reintroduced to the concept of living on their own. They may not understand the relationship between delinquent rent payments or destruction of property and eviction. Additionally, don't assume that people you advise to "find a roommate" necessarily know how to find an appropriate roommate or are able to live in an accommodating way with a roommate.

Greater Washington Boys and Girls Clubs' Project Uplift hired a housing coordinator to teach home management skills classes once a week for 10 weeks. Each week was devoted to a different topic, and students were allowed to begin the 10-week cycle at any time. The District of Columbia's Rental Accommodations Board compiled the information for the home management skills curriculum; topics included budgeting, money management, finding housing, Section 8 and other subsidized housing, security deposits, leases, landlord/tenant responsibilities, dealing with the telephone company, maintaining a lease, rent control, and eviction. To be eligible for Project Uplift's housing assistance services, participants had to have attended at least five classes.

B. OCCUPATIONAL SKILLS TRAINING

1. Background and Challenges

The goal of occupational skills training is to upgrade participants' skills so they can secure employment with wages enabling them to be self-sufficient. Some of the distinctive challenges that employment and training agencies may face in providing occupational training for homeless individuals include the following:

- **Homeless individuals may have few resources to sustain themselves while in training.** While in training, the homeless individual needs to cope with the basic needs for shelter, food, and daily living expenses. Transportation to and from training may be a problem. They may also experience difficulties in arranging and paying for child care. Because of the circumstances that led to their homelessness, some homeless individuals do not have existing relationships with family and friends to assist them in meeting these basic needs.

- **Homeless individuals may have a strong preference for employment over training.**[12] Because of their lack of resources and permanent housing, many

[12]Some homeless individuals may appear to be good candidates for training, but you may find that they are primarily interested in locating a job in the shortest time possible. If your employment and training program does not offer job search unless provided in conjunction with skills training, these

homeless individuals are likely to have a preference for securing work in the shortest time possible. Alternatively, they may seek short-term training or training opportunities that allow them to work concurrently.

- **Some homeless individuals may only need training to upgrade their skills.** The skills homeless individuals may have developed in previous training programs or on the job may be out-of-date or simply "rusty." For example, homeless individuals who have been incarcerated may have many years of job-related experience, but dropped out of the labor market for several years. Training programs focusing on refreshing skills may be able to move the homeless individuals quickly toward employment and, at the same time, save scarce training dollars.

2. Strategies

a. Occupational Training Strategy #1: Tailor Occupational Training to the Interests and Needs of the Individual, as Well as the Local Demands of the Labor Market

The assessment process is intended to match the participant with the appropriate training option(s). To meet the diverse needs of your homeless participants:

- assist those participants seeking part-time employment to do so in conjunction with their skills training;
- have available open-entry training programs;
- offer training courses in the evening as well as during the day;
- offer "compressed" training options, i.e., courses offered for more hours over a shorter period of time;
- arrange for on-the-job training opportunities, which provide an opportunity to combine training and wages, a necessity for many homeless individuals;
- make sure training is provided in an occupation in which there is local demand for workers; and
- when possible, offer work experience which provides an opportunity for the most

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participants should be referred to the Employment Service or some other agency that can provide the services they seek.

needy to gain valuable "world of work" experience.

The training programs offered to the JTHDP homeless participants of the Massachusetts Career Development Institute (MCDI) were determined as a result of an analysis of the demands of the local labor market and were certified to be in compliance with the local PIC's guidelines for occupational skills training programs. All areas of study combined classroom and laboratory experiences to ensure comprehensive coverage of program content. All programs stressed positive attendance and punctuality, adherence to safety standards, and positive attitudes. All program clusters had active private sector advisory boards which met quarterly to review curricula, staff, equipment, and methodology. Most programs were open entry/open exit with either full- or part-time schedules to allow flexibility and facilitate participation and retention. These characteristics of occupational skills training, in large measure, accounted for MCDI's placement rate of 71 percent and average wage at placement of $7.27 for their participants.

It is important to keep the participant involved throughout the process of selecting the area for occupational skills training. Pushing a participant into an occupational training area they are not interested in or qualified for does a disservice to both the participant and your agency. After making the investment in training, the participant may not seek employment in the area, or retain the job after he or she obtains employment. Work toward matching participant interest with real job possibilities.

Project WORTH offered several job training services with the goal of helping participants gain self-sufficiency. The placement strategy emphasized interest, aptitude, and skills. For some participants, there was a focus on short-term training that provided marketable skills within a three- to six-month period. After researching the needs of the Louisville business community, Project WORTH found that the following training courses would allow participants to obtain employment on a timely basis, earning an adequate wage with benefits: basic computer skills, clerical, certified nursing assistant, licensed practical nurse, child care worker, emergency medical technician, and basic construction.

b. Occupational Training Strategy #2: Develop Coordination Agreements With a Wide Variety of Education and Training Providers

To accommodate the interests and needs of a participant, you will need to develop coordination agreements with a broad range of training providers. In developing your linkages, look at the occupational areas in which your participants are likely to seek training, as well as the setting in which the training is delivered. Offer as many and as flexible methods for pursuing education and training as you possibly can (e.g., literacy programs providing both group classroom instruction and self-paced computer training).

Elgin Community College (ECC), in coordination with their local PIC (and the vendors with whom the PIC contracted), was able to make available to participants a wide array of occupational training opportunities. Participants, in conjunction with their case manager, could select between part-time and full-time, day or evening, and text book/computer-assisted training that lasted from two to 16 weeks. The training areas included: certified nursing assistant, food sanitation, truck driving, paralegal, computer science, auto mechanics, plastics, data processing, keyboarding, accounting, maintenance, machine tool, and others. These courses were offered at a number of locations, many with easy access to transportation. ECC could also assist with child care and other needed support services.

Agreements between the employment and training agency and the service provider should clearly delineate all responsibilities. This is particularly true for OJTs and work experience (WEX) placements. Some of the areas to be delineated include:

- prerequisite skills for individuals to participate;
- training responsibilities;
- oversight responsibilities;
- days, hours, and total duration of training; and
- responsibility for funding (OJTs and WEX).[13]

In developing their WEX program, the Private Industry Council of Snohomish County increasingly delineated the responsibilities of all those involved -- participants, the PIC, and the WEX site. For example, PIC staff were responsible for developing and monitoring according to program policies for host agency agreements, developing job descriptions and training objectives, performance review, time card/record keeping, payroll, and site monitoring. In general, the PIC monitored WEX sites every two weeks to maintain regular contact with the participant, obtain a written supervisory evaluation, and to assess when the participant was ready for the next activity.

c. Occupational Training Strategy #3: Keep Homeless Participants Moving Toward Self-Sufficiency

Homeless individuals are anxious to proceed along the path toward self-sufficiency. Find ways to get participants into a learning situation immediately. "Down time" can be dangerous for a homeless person. Once participants have been assessed and have developed a case plan, most JTHDP sites found they had a greater chance of success if they began some type of training or education at once. Plus, getting them used to a schedule early helps acclimate them to the

[13]Sometimes employers are willing to pay a portion or all of the WEX wages; Conservation Corps and State Departments of Vocational Training are other potential sources for this type of programming.

demands of working. Open entry/exit training programs are ideal for homeless participants. This structure allows homeless individuals to access training when they are ready so there is no down time. Some JTHDP sites extended assessment while others offered job readiness or life skills classes until occupational training began. As discussed earlier, homeless individuals oftentimes need to move toward their goals quickly and experience the sense of success that develops with pursuing one's goals.

d. Occupational Training Strategy #4: Offer Case Management During and After Training Activities to Trouble Shoot and Provide Support

The trust relationship developed between a participant and his/her case manager may enable the homeless individual to discuss difficulties he or she is having before the difficulties become obstacles to success. A case manager may be able to identify potential problems before they interfere with a participant's progress in training. For example, a case manager who becomes aware of a participant's car problem may be able to secure a voucher for repairs before it interferes with his or her ability to report to work on time. Case managers can also help to resolve work-related conflicts before they escalate to the point where the participant loses his or her job. For example, if the case manager is aware of an interpersonal problem the participant is having at work, he or she can role play the situation with the participant, enabling the individual to practice how to best resolve the situation.

e. Occupational Training Strategy #5: Make Sure the Homeless Participant Has All Necessary Supports in Place Prior to and Throughout Training

Homeless participants are likely to need a variety of support services prior to and during the training period. Many of these services can be arranged for and provided by homeless-serving and other agencies in your community. Through the assessment process, these services and the appropriate provider should be identified. For example, support services may include provision of transportation vouchers or work clothes, or arrangements with an emergency shelter to save a bed until 8:00 p.m. (when your participant finishes training).

Do not assume that just because an individual is referred to another agency for services, he or she has successfully obtained the requested service. There are many points at which the referral can breakdown both before the service is received and even after the participant begins receiving the service. It is important to check on the success of the initial referral (both with the participant and the referral agency) and to regularly monitor that the participant continues to receive the service.

f. Occupational Training Strategy #6: Develop OJT Placements as an Option for Your Homeless Participants

On-the-Job Training (OJT) provides the opportunity for a participant to learn job-related skills, while at the same time receive wages.[14] This strategy is particularly effective for homeless individuals in need of immediate income, but who may not have the job-related skills needed to obtain a permanent and well-paying job. OJT has the added benefit of generally leading to permanent employment and providing trainees with the opportunity to learn through a more "hands-on" approach than may be typical within a classroom setting. OJT can also be advantageous for employers. In addition to receiving a partial subsidy to offset the added costs of providing skills training, the employer is able to test the trainee over a prolonged period within the work setting to determine if the individual is productive and works cooperatively with others.

A number of JTHDP sites found that OJT was both feasible and highly advantageous for their homeless adult participants. The flexibility of training under OJTs, as well as the ability of such arrangements to provide both skills upgrading and immediate wages, made OJT a particularly attractive alternative.

The Private Industry Council of Snohomish County viewed OJT as an essential part of their overall program strategy to assist participants in finding employment. During a 45-day period, participants worked with program staff to identify and develop an employer training site. Development activities for this included both participant and staff cold calls to employers and contacts to the PIC's existing network of business partners and other employers. This process was structured and required the participant to be in attendance, supervised, and assisted in his or her training site search. OJT sites were developed in high demand occupations or areas that met the needs, interests, and abilities of the participant.

g. Occupational Training Strategy #7: Use Work Experience for Individuals with Serious Barriers to Employment

JTHDP sites found that work experience was a particularly effective strategy for homeless individuals lacking workplace experience (e.g., displaced homemakers) and for those facing formidable barriers to employment (e.g., chronic mental illness, a long history of substance abuse, or individuals with serious basic skills deficiencies). Work experience

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[14]Under JTPA, for example, OJT is defined as "training by an employer in the private or public sector given to a participant who, after objective assessment, and in accordance with the ISS (Individual Service Strategy), has been referred to and hired by the employer following the development of an agreement with the employer to provide occupational training in exchange for reimbursement of the employer's extraordinary costs." Federal Register, 20 CFR Part 626, et al.: Job Training Partnership Act: Final Rule, Vol. 59, No. 170, September 2, 1994, Section 626.55, p.45823.

placements enabled JTHDP sites to place those who otherwise would have been uncompetitive within the labor market and to provide skills training that eventually served as a bridge to permanent, unsubsidized employment.

JTHDP sites indicated that it took considerable time and effort to work with employers to initially develop WEX slots. However, once a position was developed -- and the initial individuals placed with the employer worked out successfully -- the employer was often willing to open up other slots. A key was to be responsive to the employer and to provide assurances that each worker would be carefully screened for the position and receive support and regular oversight to ensure that the requirements of the employer were met.

Fountain House (FH) in New York City, serving homeless mentally ill individuals, was able to secure numerous work experience opportunities. In structuring its work experience program, FH staff guaranteed that a specific number of workers would be at the job site each day, even if that meant that FH staff would perform the job. The agency trained each new worker at the employer site on the specific tasks that they were to perform. The worker was then observed by a case manager to make sure that they performed the tasks in a timely and effective manner. The case manager also frequently checked with the employer to make certain that the individual was working out. If there were problems, the JTHDP site worked with the individual and/or provided another placement for the employer.

JTHDP sites also found that WEX participants needed to have a clear understanding of their specific responsibilities at the work site, as well as the nature of work experience. For example, it was important that participants understood that WEX placements were not intended to be permanent placements. Participants also needed to understand that the purpose of WEX placements was to gain work experience and it was possible that this experience might not be in the vocational area of choice for the participant.

CHAPTER 4

GETTING AND KEEPING A JOB: PLACEMENT AND POST-PLACEMENT SERVICES

The ultimate goal of most employment and training programs is for participants to secure and retain positions consistent with their training which provide wages that enable them to be self-sufficient. This goal applies to homeless participants as well. This chapter identifies those aspects of job search assistance, job development, placement, and post-placement services that require special consideration in assisting homeless people to secure lasting employment.

A. JOB SEARCH, DEVELOPMENT, AND PLACEMENT SERVICES

1. Background and Challenges

To be successful, job search, development, and placement activities (henceforth referred to as placement assistance or services) must focus on both the participant and conditions within the labor market. From the participant's perspective, these activities involve providing encouragement, direction, and coaching to mobilize the active involvement of the participant in securing a job. In terms of the labor market, placement assistance involves understanding the availability of job opportunities appropriate to each participant, as well as developing and maintaining relationships with employers.

Some of the challenges in assisting homeless individuals with placement activities include the following:

- **Some homeless persons are difficult candidates to present to employers.** Because homelessness and its causative factors can be so disruptive to maintenance of a "normal life," some homeless people have what one JTHDP staffer described as "strange work histories." Their resumes may have large gaps, they may have few or no references, and their physical appearance may pose a serious barrier to securing employment. For example, a homeless individual may not have received dental care for many years, resulting in loss of teeth and decay. Another barrier to employment some homeless individuals face is a criminal history, which limits the types of jobs for which they can be considered.

- **Some homeless participants may be constrained by the hours they are available for work.** Some homeless participants involved in residential programs (e.g., halfway houses for ex-offenders or substance abusers) may have requirements, such as a curfew or chores, that limit the hours available for

employment. Other participants may continue in training while they are working, thereby limiting which hours they can devote to either training or work.

- **Many homeless participants will express an urgency in securing employment.** Having received minimal income while in training, homeless participants are typically ready to enter the work force and bring home a pay check once training is completed. Without appropriate job opportunities (e.g., those for which the participant was trained) readily available, the homeless participant is likely to pursue any available employment.

- **Transportation can be a serious barrier to employment.** Many homeless individuals do not own a car and may not have sufficient resources to ride public transportation. In addition, public transportation may limit employment options (e.g., buses may not serve some areas where there are high paying jobs).

- **Homeless participants may not have an address or phone number at which employers can contact them.** JTHDP sites took creative steps to solve this problem, using strategies ranging from changing the way agency staff answered the phone to obtaining voice mail or post office boxes for their participants.

> *The Seattle program pioneered a voice mail option for its homeless participants through voice mailboxes donated by a business supporter. The program had designated voice mailboxes for participants to use in their job and housing searches. This resource enhanced the effectiveness of participants' job and housing searches by improving their ability to receive messages from potential employers and landlords. Several other JTHDP sites adopted this approach.*

Finally, there is the issue of the quality of the placement. There were two schools of thought among the JTHDP sites. Some sites felt that any job was better than no job: participants needed to develop work habits, build a resume, and earn enough income to begin to stabilize their lives; higher-quality jobs (with health insurance, advancement potential, and in-service training opportunities) could come later. Other sites emphasized extended pre-employment services to attain job placements with health insurance and career paths, rather than placing participants in jobs that offered little more than they were able to receive through welfare and food stamps.

2. Strategies

JTHDP experience suggests that most homeless individuals participating in an employment and training program can find a job in a relatively short period. In some sites, for example, the placement rates were more than 60 percent of those served. What homeless

individuals need, in particular, is to be shown effective techniques for finding job openings and be provided with other types of assistance (e.g., transportation vouchers, work clothing) that help in securing the job. Some homeless individuals -- those facing more serious barriers to employment -- may need more specialized job development and placement assistance.

a. Job Placement Strategy #1: Gather Labor Market Information

There are a number of sources available that can provide information on what jobs are available, including minimum educational and competency requirements, hours, location, wages, and benefits. These sources are the same sources used for your other participants, including the Employment Service, city/county/state government listings, job fairs, job hot lines, and private employment agencies which compile job openings in specific industries. Of course, the newspaper and Yellow Pages still provide a laundry list of opportunities and possible employers to contact for job openings. Your efforts should focus on those opportunities most appropriate for your participants.

The Seattle program (HIPP) developed a broad array of employment opportunities for their homeless participants which resulted in a 54 percent placement rate. These resources included: (1) the Job Net System (the ES's computerized statewide job bank), (2) job requests from employers (HIPP received hundreds of requests from local employers because of their reputation as a reliable referral source), (3) YWCA Master Employer Contact List (from their relationship with the YWCA, HIPP participants had access to this list which covered a wide variety of employers), (4) Employer Panels (four times a year, a panel of six to seven employers were asked to talk with HIPP participants about "What Employers Really Want," (5) YWCA Employer Advisory Group (the group consisted of employers, community volunteers and service providers who met regularly to assist in developing employment opportunities), and (6) the Return to Work Strategy (the PIC, in partnership with the Seattle Conservation Corps, received an award from HUD to fund a job development position and support services for homeless participants entering unsubsidized employment).

b. Job Placement Strategy #2: Identify How Your Homeless Participants Fit Into Your Existing Job Placement Strategy

Because of the special challenges your homeless participants present, your job development strategy may differ for your homeless participants. One of the decisions your agency will need to make is whether your job placement approach for homeless participants is participant-directed or directed by the job developer. It is likely that you will want to use a combination of the two approaches, depending upon the barriers to employment and the tightness of the job market faced by the participant. JTHDP grantees adopted a variety of different approaches to placement activities. Overall, JTHDP grantees found that many of their homeless

participants, if provided with support and training in effective job search techniques, could search and find jobs for themselves.

Jobs for Homeless People (JHP), in Washington, D.C., implemented two processes to assist participants in securing employment. The first was "JHP job development" in which JHP staff developed working relationships with particular employers and referred participants with appropriate skills and interests to fill job openings as they occurred. JHP case managers targeted key industries which matched up well with the employment characteristics of JHP participants. The second placement process was "participant job development" in which the participant directed his or her own job search with JHP training and technical back up. Resources were put at the participants' disposal (voice mail, telephone, resume writing software, job listings, yellow pages, industry catalogues, etc.), and they used those resources -- with the help of case managers -- to discover and develop job opportunities.

c. Job Placement Strategy #3: Use a Variety of Strategies to Involve Participants in Their Own Search for a Job

Some important lessons JTHDP sites learned about ensuring participants' effective job search included the following:

- **Provide a job search workshop.** Probably the most important strategy is to provide participants with knowledge about how to effectively search for a job on their own. The workshop should include the basics of uncovering and following-up on job leads, developing a resume, interview techniques, and dealing with the stresses inherent in job search. The length of such workshops varied among JTHDP sites, with most lasting between three and 10 days. Make sure that the job search workshop includes role playing and initial contacts with employers to help individuals get over the fear of making "cold calls" and to practice their techniques for approaching employers. Some materials presented as part of one such workshop are included as Appendix B.

Friends of the Homeless (FOH) in Columbus, Ohio, developed a two-week orientation program for participants who chose direct job placement services. The program included orientation, literacy assessment, and classroom training on self-esteem, decision-making, and conflict resolution in the first week. In the second week, classes in job readiness (e.g., resume-writing, how to contact employers) and life skills were taught. Following the classes, participants began self-directed job search with the aid of FOH's job developer.

- **Emphasize the "hidden" job market.** JTHDP sites found that, especially in working with individuals who faced serious barriers to employment, it was essential to tap into the "hidden job market." This means looking beyond jobs advertised in newspapers and listed with private and public employment agencies. For example, one JTHDP site recorded a 90 percent placement rate by having each participant contact firms (A through Z listed in the Yellow Pages) that employed workers in the specific field in which the individual was interested (e.g., plumbing).
- **Emphasize the need to contact those who have the authority to hire.** In searching for a job within the "hidden" job market, it is important for individuals to make direct contact with those within the firm who know about job openings and have the authority to hire. This is typically not an individual within the firm's personnel department, but rather a manager within an operating department/division of the firm.

- **Provide a structure for those involved in self-directed job search.** Searching for a job should be considered by participants as a full-time job. JTHDP sites found that it was important to provide a structure for those involved in self-directed job search. Many JTHDP sites used job clubs which met regularly as an opportunity for participants to share job leads, practice their interviewing skills, and focus their job placement efforts.

The Jackson Employment Center (in Tucson, AZ) which focussed on self-directed job search for their program participants, required that individuals attend a one-week job search seminar. After completing the seminar, participants joined a job search club that required them to search for a job Monday through Friday from 8:30 to 4:30. As a group, individuals came to a phone bank each morning and called employers (using the Yellow Pages) until they obtained three quality leads. They would then use the remaining time in the day to follow up on each of the leads.

- **Monitor participants' progress in their job search activities.** The employment and training agency should monitor the individual's job search progress on a daily basis to make sure the individual uses the most effective approaches. For example, for those who are ineffective in turning up job leads, it may be useful to monitor calls made to employers to see if the individual is contacting individuals with the authority to hire and effectively presenting their experience and skills. In monitoring, the agency needs to provide emotional support and encouragement for participants because job search can be a frustrating process (involving frequent rejections).

d. Job Placement Strategy #4: Establish and Maintain Relationships with Employers

The key to successful job development is to establish relationships with a broad range of employers. These relationships are particularly important when working with homeless participants because of their often spotty work histories and other barriers to employment. One key question in working with homeless participants is whether job developers should appeal to employers' sense of corporate social responsibility by marketing their participants as "recently homeless" or whether they should conceal their participants' homeless status.

JTHDP programs differed in their handling of this issue. Those JTHDP sites who disclosed the homeless status of their participants found they needed to educate employers about the myths and realities of the homeless and build strong relationships with employers. Peer-to-peer marketing was particularly effective: an employer who had successfully hired and retained homeless job seekers was the best spokesperson to sell the program to other employers. Other sites had better luck keeping employers from knowing about their applicants' homelessness. Some JTHDP sites made the decision on an employer-by-employer basis. Each employment and training agency will need to gauge the level of community support for homeless issues and then adjust their policy choice based on their own local program experience.

The first step job developers will need to take is to develop a listing of those employers likely to need employees with the types of skills your participants typically acquire. These employers should represent the broad range of occupations your participants hope to enter, as well as cover the geographic area from which your participants are drawn. Particular emphasis should be placed on developing relationships with employers who are close to public transportation. In addition, relationships are needed with a range of employers providing part-time and full-time opportunities, as well as shift work, and temporary and permanent opportunities. Don't forget the homeless-serving agencies you have developed contacts with -- their board members and staff are likely to be familiar with employers willing to employ homeless individuals.

Finally, one of the best sources for job leads for your homeless and other participants are the organizations providing the training. They often initiate the job development process weeks prior to the end of training, enabling the participant to move directly from training into employment. Often these instructors have come from the private sector and maintained contacts with a range of employers. Employers are more likely to hire those who have been trained and recommended by an instructor with whom they are familiar.

As an employment and training agency, you have several advantages you can use to promote your participants to employers:

- There is no cost for your job placement services (unlike some employment agencies).

- Your agency screens all individuals prior to referral to the employer.
- Job applicants have been trained and have access to the support services necessary for them to retain employment. If you offer follow-up support services, let the employer know of these services as well.
- You have individuals who are ready to be placed immediately.
- If someone is placed and does not work out, you have other qualified trainees who you can refer.

To maintain relationships with employers, it is important to understand the requirements of employers for each specific position. Your agency should only send candidates who meet the employment criteria and have addressed the issues that could interfere with a successful employment experience. You will also need to periodically contact employers to see how the placement is working out. This will enable you to maintain the employer as a referral source (because they know you stand behind your placements) and also gives you the opportunity to inquire about new job openings.

e. Job Placement Strategy #5: Job Developers Need to Work Closely With Case Managers

Job developers need to work closely with the case manager. In addition, if possible, the job developer may want to contact other individuals who would be able to provide useful background information about the participant (e.g., staff at the participant's shelter facility or a case manager at the agency that referred the individual). The job developer needs to understand not only the individual's training and job-related skills, but other issues related to the individual's motivation levels and behavioral issues. For example, there may be behavior problems or personal issues (such as past substance abuse problems or inability to get along with others) that the participant may not readily share with the job developer, but which the individual was willing to share with the case manager once they had established rapport. Simple up-front communication with the professionals who know the participant the best can go a long way toward assuring successful placement and retention.

f. Job Placement Strategy #6: Begin Job Development Before Training Is Completed

Beginning job development and placement activities in the weeks leading up to the end of training can help ensure that participants have a job waiting for them when they complete training. The job developer should meet with the participant at least several weeks before training is completed to discuss job search strategies. Homeless individuals, in particular, are

likely to want to find a job as quickly as possible after training is completed. If a job is not waiting for them, they may settle for a position that does not use the job-related skills they developed or provide a wage that is adequate to promote long-term self-sufficiency. Furthermore, the less time that elapses between the end of training and the start of employment, the less likely they will be to fall back into the problems that may have contributed to their homelessness.

The Jobs for Homeless Consortium (JFHC) in Berkeley, California, developed an automated Skills Bank that enabled them to match appropriate participant resumes to job vacancies stored in their automated Job Openings Bank (e.g., job opening information received from local employment service agencies, employers whom JFHC developed contacts, public job posting services, newspaper listings, and cold calls to employers). The appropriate resumes could be quickly faxed or mailed to employers. Automating and integrating these functions led to rapid response to job openings. JFHC or the participant would make follow-up calls to employers. JFHC would also conduct additional mass mailings and cold calls to employers in the area to inform them of JFHC's free services and to request job vacancy mailings.

g. Job Placement Strategy #7: Be Sure That All Necessary Support Services Are in Place to Assist Your Homeless Participants to Secure Employment

Be sure the participant is ready to begin and continue working; any barriers to regular work attendance should be taken care of prior to placement. Some of the necessary support services include transportation vouchers, work clothes and equipment, and child care. In addition, participants may need assistance improving their personal appearance and hygiene. Without money for basic needs like shelter and food, many homeless people have disregarded personal appearance, such as teeth, eye glasses, and clothing. No matter how well trained, without an appropriate personal appearance, your participant will be unlikely to secure a job. Remember, there are many sources in your community that are able to provide these services at no or reduced cost to your agency.

Specific subpopulations, including ex-offenders, the chronically mentally ill, and women fleeing domestic violence, may need additional assistance in securing and retaining employment. For example, in working with participants with a criminal history, your job development strategy should include knowing which of your participants have such a history and identifying employers who are more sympathetic, or at least less concerned with a criminal history. Agencies in your community (perhaps the agencies referring homeless persons to your program) are experienced in working with issues surrounding these subpopulations -- use their expertise to develop targeted strategies.

B. POST-PLACEMENT SERVICES

1. Background and Challenges

Particularly for homeless people, initial job placement may only be a step toward eventual self-sufficiency. The purpose of post-placement services is to ensure a smooth transition from training to employment and to provide needed supports to assure job retention. Post-placement follow-up can be conducted with the participant, the employer, or both. They can consist of telephone contact or in-person contact in your office, at the place of employment, or at the participant's residence.

These services are particularly important for homeless participants because sometimes the behaviors and circumstances that contributed to the participant's homelessness can recur once that participant moves out of the support system the program and case management relationship provide. For example, of those placed in jobs, 60 percent of JTHDP participants receiving post-placement follow-up services were employed 13 weeks after placement as compared to 38 percent for those not receiving post-placement services.

Some special considerations when providing post-placement services to homeless participants include:

- **Lack of a permanent address.** Follow-up contact with some homeless participants can be more difficult because of their lack of a permanent address. The address a participant gave at the time of placement may not be his or her address one month after placement; homeless individuals are continually trying to upgrade their housing situation. You may need to contact them at their place of employment (which may have its own set of complications); although these contacts as well because homeless individuals often upgrade or change their employment.

- **Reluctance to seek or accept support.** Many homeless individuals, once employed want to put their period of homelessness behind them. They may be unwilling to contact your agency for help and may even be reluctant to accept calls from your agency and/or additional help you may feel they need.

- **Behavior problems may emerge once the participant becomes employed.** Once the individual becomes employed and/or moves into unsubsidized housing, the problems that contributed to homelessness may re-emerge. Some JTHDP sites found that the point at which the individual began to receive a pay check was a point when some participants let down their guard and reverted to behavior that led to homelessness (e.g., started to drink again). Also, the stress of working, development of new relationships on the job, and poor communication skills may lead to problems and misunderstandings in the workplace.

2. Strategies

a. Post-placement Strategy #1: Offer a Broad Array of Post-placement Services to Meet the Diverse Needs of Your Placed Participants

Post-placement services should be tailored to the individual's needs and can include the following:

- visits to participant's place of residence or in your office to provide job support, structure, and referrals for needed material services;
- ongoing peer support groups for placed participants to identify problems they are experiencing that could affect their employment, and to develop solutions and identify resources to help resolve the problems;
- re-placement services;
- continuing life skills classes (e.g., sessions on adjustment to the workplace, handling work-related stress, and budgeting);
- material assistance, such as transportation assistance, stipends to assist participants until they receive their first pay check, and replacement tools;
- housing stabilization services;
- contact with employers to discuss participants' work performance, attitude, attendance, and punctuality; and
- program graduates as mentors for current participants in your training program.

In addition to providing basic post-placement support -- job support, housing stabilization, placement follow-up, and material support -- Jobs for Homeless Consortium further ensured job retention by providing an "employment pack." The pack included transportation and food vouchers until the first pay check; on a case-by-case basis it also paid for job-related clothing, shoes, tools, union dues, and grooming. Placed participants were eligible for housing subsidies that further ensured employment and housing stabilization.

You may not be able to provide a full range of post-placement support services to each placed participant. Take the time to understand each participant's situation, including the services received in the past. This may involve talking with the participant's employment and training case manager (if different from the post-placement case manager), the referring agency case manager, and possibly the employer. Identify needed services, and then prioritize those

most needed to assure employment retention. JTHDP sites reported higher than average retention rates (the retention rate for all placed participants was 59 percent) for those participants receiving post-placement services.[15] Agencies in your community will be able to provide a range of post-placement services to round out the ones your agency can provide. The linkages you already have in place will help to expedite this process.

b. Post-placement Strategy #2: Provide Emotional Support as Well as Material Support

"Self-efficacy -- confidence in one's capability to perform specific, challenging behaviors -- is a valuable cognitive contributor to successful performance of such behaviors."[16] In other words, believing that you can accomplish what you set out to do will help you to do so. The cited study found self-efficacy to be an important factor in successful job search among disadvantaged individuals. Some homeless participants have no family supports, and the peer supports they do have are sometimes not good influences on maintaining employment. The relationships they have made through their involvement with your agency may be a critical (and perhaps their only) source of support in their search for employment.

These relationships can be particularly important at the start of a new job, which is stressful for everyone and can be exacerbated for the homeless (who may have had unsuccessful experiences in the past or who are unaccustomed to the structure the job requires). A case manager/job counselor can help instill a sense of confidence by providing ongoing support, being aware of the job expectations for the participant, assisting with problem solving, and assessing additional support needs.

Support groups can also be a source of emotional support, easing the transition into the work force by allowing individuals with similar strengths and deficiencies to share their problems and solutions with one another. Group dynamics can play a significant role in assisting participants to deal effectively with a variety of personal and external barriers to employment. JTHDP sites found that attendance improved when groups were held either before or after usual work hours and if food was provided. (Many businesses are willing to donate food on a regular basis to a good cause.) If your agency is unable to provide this type of support, seek it out through homeless-serving or other agencies. It likely exists in your community.

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[15]Under JTHDP, placed participants receiving training after placement had the highest retention rate (72 percent), followed by those participating in support groups (67 percent retention rate), post-placement follow-up services (65 percent), and mentoring (63 percent).

[16]"The Relationship of Psychological Resources and Social Support to Job Procurement Self-efficacy in the Disadvantaged," Suzanne L. Wenzel, Journal of Applied Social Psychology, 1993, 23(18), p. 1471.

The Kentucky Domestic Violence Association (KDVA) promoted a very thorough approach to post-placement services. Once a participant began her employment, staff maintained contact in an effort to provide continuous support and encouragement and troubleshoot if necessary. While participants were encouraged to work out difficulties with employers on their own, staff were available to intervene. Staff served as mediators between employees and employers and provided additional training to participants who were having difficulty learning jobs. Staff also provided ongoing case management services such as assisting with changes in child care, helping with legal problems, intervening with landlords, and locating rental assistance. Since many of their participants were placed in entry-level jobs due to multiple employment barriers, KDVA continued to encourage participants to improve their job situations through promotions, job changes, or traditional training and education. Finally, support groups, as well as individual counseling, were offered on an ongoing basis to all women who participated in the employment program.

c. Post-placement Strategy #3: Be Creative and Persistent in Your Approach to Contact the Placed Participant

Some of your homeless participants may be difficult to contact or be reticent to respond to your contacts and available post-placement services. You may need to access participants through their employers (discretely) or in the evening at their residences. The contact should be frequent during the initial four weeks after placement and then can likely taper off.

The Jackson Employment Center, in Tucson, Arizona, began its post-placement support immediately upon placement. Often the employment specialist and/or case manager visited participants in the evenings at their residences. Regular visits were made twice a week, and participants who were experiencing difficulty may have been seen three or four times a week. The number of visits tapered off over time, but for some participants, visits continued for a year or longer. This approach permitted early intervention when participants were most likely to lose employment because of poor adjustment to the work environment or a re-emerging behavioral or health problem.

d. Post-placement Strategy #4: Encourage Placed Participants to Pursue Additional Skills Training

As discussed earlier, many homeless individuals are anxious to secure employment because of their lack of financial support and stable housing. As a result, they may not obtain needed skills training to secure a job which provides a living wage. Through on-going post-placement contact, you may be able to encourage the placed participant to enroll in skills training concurrent with employment. It is important to become aware of skills training needed to advance in the participant's current job or in the employment area identified through the

objective assessment process, and of places to access the training which meet the participant's time constraints. As stated earlier, JTHDP participants receiving post-placement training had among the highest retention rates.

e. Post-placement Strategy #5: Be Prepared for Some of Your Homeless Participants to Need Placement Services Again -- Build This into Your Retention Strategy

Many homeless participants are anxious to enter employment, and their initial job placement may not be one in which they stay for long. Some participants, once they secure employment and have a pay check coming in, may be willing to pursue more lasting employment or employment that builds more on the training they received. Others may have difficulty in adjusting to their work environment and as a result may not retain their job. With some additional support and problem solving, these individuals should be ready to pursue another placement. The case manager/job counselor should be prepared to provide job placement services similar to those provided for the initial placement.

CHAPTER 5

THE FINAL INGREDIENTS: HOUSING AND OTHER SUPPORT SERVICES

This chapter describes the types of housing assistance and other support services homeless persons are likely to need during their participation in your employment and training program. Housing assistance is set forth in a separate section in this chapter because of its importance as a support service for homeless persons. JTHDP experience suggests that the provision of a continuum of housing assistance is a critical element if homeless individuals are to be served effectively. With the exception of those receiving emergency housing assistance, retention rates were higher than average (59 percent) for individuals receiving all other housing services. Among those receiving permanent housing placements, the 13 week retention rate was 80 percent. The retention rates for those receiving other types of housing assistance through JTHDP were also much higher than the average: 76 percent for those receiving security deposits/rental assistance, 75 percent for those receiving assistance with furnishings/moving, 67 percent for those receiving housing assistance counseling, and 66 percent for those receiving transitional housing placements.

In addition to housing assistance, this chapter discusses the range of support services likely to be needed by homeless persons participating in employment and training programs. The underlying theme throughout this chapter is that employment and training programs can provide the support services needed to assist homeless individuals in securing and retaining employment through linkages with public and private housing and other support service providers.

A. HOUSING SERVICES

1. Background and Challenges

Any program planning to provide education and training services to homeless individuals needs to make a range of housing assistance services and resources available either directly or through referrals.[17] Your program is unlikely to achieve success in training and placing homeless individuals in jobs unless they have a place to live. For example, homeless individuals need a

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[17]The relationship between stable housing and sustained employment was highlighted in 1990 when the Secretaries of DOL and HUD signed a memorandum of understanding "to jointly develop and implement cooperative interagency efforts to help homeless and other low-income families and individuals attain independent living and economic self-sufficiency" by working "cooperatively with local agencies to design and obtain transitional housing during the training period to promote an environment conducive to successful program completion."

place where they can safely leave their possessions and where they can shower and dress for work or training. While the need to incorporate housing strategies into the overall individualized service strategy may seem obvious, it is not necessarily one of the services with which employment and training programs are familiar.

Before we begin describing the challenges and strategies in providing housing assistance, it is important to understand the range of housing options and types of housing assistance. The continuum of housing alternatives includes four major types:

- **Emergency shelters** typically provide a place to sleep. Shelters may be open 24 hours a day, or they may be what is called a "turnout" shelter, where residents arrive at a specified time (e.g., 7:00 p.m.) and must leave the next morning by a specified time (e.g., 7:00 a.m). Generally, admission to shelters is open, but stays are either on a first come/first served basis or can be limited to a maximum number of days. While these shelters primarily focus their efforts on providing temporary shelter, they may also provide some referral services (e.g., for clothing, health care, or transportation services) and may provide case management.

- **Transitional housing** provides housing for a time-limited period (generally ranging from six to 18 months) and is intended to serve as a bridge from emergency shelters to permanent housing. Eligibility may be based on demonstrated need, or limited to specific target populations such as ex-offenders or individuals in recovery. Although not always present, transitional housing may have case managers to assist with information and referral and case planning. These facilities may also have requirements for individuals to work and save a portion of their income (in preparation for moving into permanent housing).

- **Subsidized permanent housing** provides publicly-funded housing assistance through programs, such as the Section 8 Existing Housing Program (under which qualified participants receive certificates to pay for a portion of their rent), the Single Room Occupancy (SRO) program, and locally-administered public housing programs. These programs are either directly administered by a local housing authority or a local housing authority in conjunction with community-based organizations. As long as eligibility requirements are met, there is no time limit on the length of stay in these subsidized units.

- **Unsubsidized permanent housing** includes the rental or purchase of housing units on the open market. Individuals may remain in unsubsidized permanent housing as long as they meet the requirements of the rental or purchase agreement.

You may face a number of challenges directly providing or arranging for housing assistance for homeless participants.

- **Housing assistance can be costly, particularly when it involves partial or full payment of rental assistance over a prolonged period.** In some urban areas, for example, the cost of a studio or one-bedroom apartment can be $350 or more a month (which over a one-year training period would add up to over $4,000).

- **Employment and training agencies often are not knowledgeable or experienced in providing or arranging for housing assistance.** The range of available housing assistance and alternatives within a community is often complicated. There are a number of federally-subsidized housing programs, as well as other transitional and emergency housing programs funded by private and public sources. Each program has different eligibility requirements and application procedures. Some housing programs accept applications one day of the year; others may only accept applications for families of four or more. An understanding -- either through in-house expertise or linkages with housing assistance providers -- of the specific housing opportunities available in your community is needed to effectively meet the housing needs of your homeless participants.

- **In many localities, the demand for housing (e.g., vacancies in emergency, transitional, and subsidized permanent housing units) far exceeds the supply.** For example, there may be few openings in transitional housing facilities for low-income or homeless individuals, except for those with special needs (e.g., ex-offenders, substance abusers in recovery, battered women, or mentally-ill individuals). Waiting lists for subsidized housing, such as public housing or Section 8 Existing Housing, might be very long (a year or longer) and may not be a viable option for certain types of individuals, such as single males.

2. Strategies

JTHDP experience underscored the importance of understanding and effectively addressing each homeless individual's housing situation before he or she enters education, training, and employment. Demonstration sites found that given the cost of providing housing assistance and the continuum of housing options to meet the varying needs of their participants, they needed to establish linkages with a variety of housing assistance providers in their locality. What follows are more specific strategies for assisting your homeless participants to obtain needed housing assistance.

a. Housing Strategy #1: Understand Your Local Housing Environment and the Needs of Your Participants; Develop a Plan Consistent with Both

Understanding your local housing environment should involve a careful assessment of: (1) the range of housing needs of your homeless participants and (2) the availability of housing and housing services through other service providers. You need to first understand the range of housing needs and problems faced by homeless participants, which are likely to vary considerably by individual. For example, some homeless individuals with past problems of substance abuse or mental illness may need a supportive housing situation, which provides regular case management and monitoring of their situation. Other homeless individuals may need references and sufficient financial resources so they can rent an unsubsidized housing unit. Still others may need referrals (and advocacy) so they can obtain transitional housing or Section 8 certificates or gain entry into public housing units.

Also of importance in working with homeless individuals is understanding the availability of housing and housing services, including:

- the local housing market (e.g., the cost, availability, and location of unsubsidized rental units);
- the range of emergency and transitional housing facilities within the community, including types of facilities, eligibility requirements, methods for referral, and availability of slots;
- the types of subsidized rental assistance and units within the community (e.g., public housing, Section 8 Existing Housing, SRO units), including types of agencies providing assistance, eligibility requirements, methods of referral, and waiting lists/availability of slots; and
- the range of other housing assistance available in the community, including rental assistance (e.g., first/last month's rent, security deposit), furniture, utility assistance, and roommate services.

While conducting an assessment of participants' needs and the availability of housing resources, employment and training programs should be careful not "to re-invent the wheel." Much of the information needed is already available from other public and private sector agencies. Local agencies that may be able to furnish you with helpful information include: (1) the local housing authority; (2) homeless-serving agencies such as the Salvation Army, St. Vincent de Paul, Traveler's Aid, emergency/ transitional facilities, and (if it exists) a coalition on homelessness; (3) local public assistance agencies (e.g., state or local departments of human services or social services); and (4) nonprofit social service agencies, such as Goodwill Industries and Community Action Committees.

Once this information has been collected and reviewed, you will need a plan for providing or (more likely) arranging for homeless participants to receive the types of housing services/assistance they need to be successful in training or employment. The housing assistance plan should cover the range of assistance services that will be provided to homeless individuals both directly through your program and through other local service providers, with particular emphasis on provision of: (1) emergency shelter, (2) transitional housing, (3) subsidized housing and rental subsidies, (4) counseling on housing alternatives, and (5) security deposits.

b. Housing Strategy #2: Develop Coordination Agreement with Agencies in Your Community That Provide the Range of Housing Services Your Participants May Need

To access the housing assistance resources that your participants are likely to need, your program should establish either formal or informal agreements for the provision of services. JTHDP experience suggests that it is probably best to establish formal, written agreements. Formal agreements clearly set forth each agency's role and responsibilities, reducing confusion and structuring accountability.

In these agreements, you should clearly set forth the types of housing services to be provided, the availability of slots or services, methods for referral, and the duration of the agreement. From your perspective, it is important to pin down the details of the arrangement, particularly relating to the number of participants who will be able to access specific types of assistance (e.g., "during the fiscal year, at least 15 participants will be eligible to receive security deposits of up to $500, subject to the following conditions....").

It is also important to clarify whether referrals will be subject to waiting lists and how long these waiting lists will be. To the extent possible, it is best to negotiate that the linked service provider set aside a number of slots (in a transitional facility, for example) that will be reserved and immediately available. An example of the linkages for housing assistance developed by one of the employment and training agencies participating in JTHDP is presented in Appendix C.

The City of Waterbury's JTHDP program staff worked with private landlords to secure priority access for their clients to low cost housing. In return, program case managers agreed to inform landlords of any changes in program participants' status. Landlords were willing to guarantee this access because of the increased stability clients had from participating in the program and the involvement of a case manager.

The director of Louisville's Project WORTH used the memorandum of understanding (MOU) between DOL and HUD as leverage to gain cooperation from the housing authority, enabling WORTH to access half of the housing authority's Section 8 certificates for homeless families. One reason the housing authority honored the MOU is that WORTH worked hard to make the relationship work well: WORTH staff worked directly with landlords to get them to accept Section 8 tenants and prepared clients in transitional housing for the different and greater responsibilities of Section 8 housing.

One way of developing the linkages you need to serve your homeless participants is to join your local coalition on homelessness, if one exists in your community. Effective coalitions can introduce you to local providers of shelter and transitional housing, and provide the forum for negotiating interagency agreements with those providers. Coalitions can provide introductions to landlords who can help -- perhaps by notifying your program when low-rent units become vacant or by giving your participants a break on security deposits and/or rent based on the fact that they have a case manager and a program behind them. Coalitions are also often the starting point for efforts to develop new transitional housing -- something you will want to know about, even if your agency is not in a position to lead the way. Your agency, by participating in the coalition, can heighten coalition members' awareness of employment and training options for their clients and clearly position your agency as an active member of the community working toward increased self-sufficiency for the disadvantaged.

c. Housing Strategy #3: Carefully Assess the Housing Needs of Each Homeless Participant During Assessment and Tailor a Plan that Effectively Addresses His/Her Specific Needs

As part of the assessment process, it is important to carefully consider the housing situation and needs of homeless individuals. JTHDP sites found that success in job training and job placement/retention was associated with stabilizing the housing condition of homeless participants (i.e., at a minimum, getting individuals off the street and into emergency shelters and preferably transitional facilities).[18]

d. Housing Strategy #4: Make Referrals Based on Housing Needs and Follow Up on Referrals

Once housing goals and resources have been identified, your employment and training program should make appropriate referrals to the collaborating agencies providing the housing assistance. As with any support service, you need to make sure that participants follow up on the referral and that they obtain the requested services from the linked organization. It also may be

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[18]Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

the case that while the individual follows up on the referral, the agency receiving the referral may not be willing to provide the service (perhaps because of past problems with the individual) or may not have available space. Hence, make sure to follow up on the referral with both the participant and the housing service providers to whom the participant is referred.

It is also important to follow up with the participant and the linked service provider periodically after the individual begins to receive the service. Problems may arise (e.g., failure of the individual to get along with others in the housing facility, failure to make rent payments on a timely basis, or disruptive behavior) which need troubleshooting before they become bigger problems.

e. Housing Strategy #5: Consider Using Housing Upgrades to Reward Progress

You (or the housing assistance providers you work with) might want to consider using housing upgrades to reward participants for their progress toward self-sufficiency goals. Some JTHDP demonstration sites found that they could encourage participants to work harder toward achieving their training and employment goals by using housing upgrades as a reward for reaching predetermined benchmarks. The extent to which programs use housing as a reward depends, at least in part, on the range of housing over which they have control; obviously if no Section 8 vouchers are available, then Section 8 cannot be held out as an incentive to reward positive behavior. For many programs though, especially if they have formal arrangements with housing-based service providers, tying housing to achievement is a practical approach.

Jackson Employment Center (JEC) used a "carrot and stick" philosophy. Participants who progressed through the program were maintained within the shelter facilities and upgraded; those who failed to perform received counseling and warnings, then their housing vouchers were shifted from a weekly to a daily basis, and eventually they lost their access to shelter. JEC structured its program with shelter as an inducement to prompt behavioral change and active program participation and gave priority for choice housing units to those who abided by JEC rules.

B. OTHER SUPPORT SERVICES

1. Background and Challenges

Support services, while not your agency's primary focus, are often crucial to success for homeless participants. Transportation, child care, health care, and other needs can prevent a homeless participant from completing training or maintaining a good job placement. JTHDP sites provided support services in a variety of ways, both directly and through referral. Transportation, for example, was the most commonly provided support service throughout the

JTHDP (76 percent of participants received transportation assistance). Some sites operated vans and buses while others obtained public transportation passes or tokens for their participants. Other support services commonly provided, either directly or through referral, included food/meals, self-esteem/motivation/attitude adjustment training, personal needs, and clothing/work equipment.

Some considerations related to providing support services to homeless participants follow.

- **For homeless participants, support service needs are often wider in scope and more pressing.** For example, rather than just needing some presentable work clothing, they may need virtually an entire wardrobe. The intensity of need tends to vary depending upon how long an individual has been homeless, as well as how effectively he or she has been stabilized prior to enrolling in the job training program.

- **One of the challenges employment and training agencies must face in serving homeless people is to ensure that the homeless participant has some means of support during the training period.** Without some financial support (e.g., public assistance or a part-time job), it is difficult to complete occupational skills training.

- **The need for substance abuse and mental health treatment services is likely to be more prevalent among the homeless population.** Accessing these services in a timely manner, though, is often difficult.

2. Strategies

a. Support Service Strategy #1: Develop Coordination Agreements With Agencies in Your Community to Provide the Range of Needed Support Services

To ensure that support service needs do not interfere with successful completion of employment and training activities, your program should address these needs, either directly or through referrals to community agencies. For those service needs your agency is unable to provide directly, develop interagency coordination and referral agreements with the appropriate community agencies. Many case managers develop interpersonal relationships with other service providers, both within and beyond their own agencies, that help them access services for their clients. More effective is a system of interagency agreements, so that the arrangements have support at the policymaker level and are not solely dependent on staff relationships. (See Housing Strategy #2 above.)

The Southeast Tennessee Private Industry Council developed a coordination arrangement with the Chattanooga Community Kitchen, the area's only homeless day shelter and a site visited by 75 percent of the area's homeless persons on a regular basis. The Community Kitchen became a leading agency in providing in-kind support to homeless individuals enrolled in the PIC's employment and training activities. The Community Kitchen provided at no charge: three meals a day, seven days a week; a day shelter with shower and laundry facilities; a clothing program; a health clinic; benefits services (assistance in applying for food stamps, Social Security, veterans' benefits, etc.); and literacy and basic skills training.

b. Support Service Strategy #2: Assess Support Service Needs On An Ongoing Basis

An ongoing, client-centered assessment strategy, that begins at intake and continues throughout your involvement with the participant, can help assure successful outcomes by identifying new support service needs. Use ongoing assessment to identify and access new support services as you learn more about the participants and as new needs arise.[19]

HELP (San Diego Private Industry Council's JTHDP program) case managers used information from the initial interview, intake and assessment forms, and information from the referral agency to identify reasons for homelessness (e.g., eviction, job loss/lack of training) and obstacles to employment (e.g., lack of transportation, substance abuse). This information, once discussed with the participant, guided referral to an array of support services, which enabled clients to attend training and seek employment. Case mangers periodically reviewed the list of needed support services to assess their continued relevance. These discussions with the participant frequently led to the deletion of some service needs from the case plan and the identification and inclusion of other needs.

c. Support Service Strategy #3: Assist Participants in Accessing Support Services For Which They Are Eligible

Assisting participants to qualify for and enroll in whatever income support and health services programs are feasible and appropriate can make the difference between completing and not completing training. This is a role for case managers, but they can only perform it well if they are trained and informed about the variety of federal, state, and local options. For example, many homeless participants are eligible for Medicaid, and many communities have special health clinics or other services specifically for the homeless. Food stamps, AFDC for people with children, and (in many states) general assistance for the homeless and other poor who do not

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[19]Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

qualify for AFDC, are options for subsistence and income. In addition to training your case managers on the variety of services available to the homeless, your agency might want to provide a brief reference manual with information on programs, social service organizations, contact names, and phone numbers. Your agency could develop the manual or use one provided by the United Way or another organization serving the homeless.

Catholic Charities in Saint Paul, Minnesota served single adult participants and encouraged them to sign up for General Assistance as an interim source of income until they began earning wages. As General Assistance recipients, they were also eligible for up to 30 days of county-paid shelter per quarter.

d. Support Service Strategy #4: Address Transportation Needs Either Directly or Through Referral

Plan to assist most participants with transportation, both during training and the initial period of employment. Specific strategies will vary according to the quality of public transportation in your community, but do not ignore this very basic need. Also, be realistic about the impact of transportation when identifying training, transitional housing, and employment options for participants; an overly long and difficult commute can sabotage the best training or employment placement.

e. Support Service Strategy #5: Coordinate With Substance Abuse and Mental Health Treatment Programs

The need for substance abuse and mental health treatment is likely to be more prevalent among the homeless than among the general population. A few JTHDP sites tried having their own substance abuse counselor in-house, but most sites found that they succeeded more readily if they referred applicants with substance abuse problems for treatment to agencies specializing in that service, and then waited to enroll people once they were solidly "in recovery." For those individuals participating in outpatient treatment, many JTHDP sites linked participating in employment and training activities to continued involvement in outpatient treatment.

Many of the demonstration sites found that referrals for substance abuse and mental health treatment -- particularly residential treatment -- involved long waiting lists. Several sites negotiated special arrangements for their applicants or participants. One quid pro quo you can offer a treatment program that shortens the normal waiting time for your participants is to accept their participants on a priority basis once they have dealt with their substance abuse or mental health issues.

Project Uplift at the Greater Washington Boys and Girls Club, whose target population included a high percentage of drug-dependent individuals, developed a linkage with St. Vincent de Paul for both in- and out-patient drug treatment, in which Uplift referrals were placed at the top of the waiting list. Depending on the severity of the problem, participants were enrolled concurrently or sequentially in drug treatment and in Project Uplift.

Project WORTH used its involvement in the metropolitan-wide coalition on homelessness to develop strong linkages with substance abuse and mental health providers. If substance abuse or mental health showed up as an issue at intake or assessment, the participant was referred to a therapist who then advised Project WORTH when the participant was ready to enroll in training and employment services.

APPENDIX A:

OVERVIEW OF THE JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

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OVERVIEW OF THE JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

A. Authorizing Legislation and Guidelines

The Job Training for the Homeless Demonstration Program (JTHDP) was authorized under Section 731 of the Stewart B. McKinney Homeless Assistance Act of 1987. Under this legislation, the Department of Labor (DOL) was authorized to plan, implement, and evaluate a job training demonstration program for homeless individuals. The resulting JTHDP, administered by DOL's Employment and Training Administration (ETA), represented the first comprehensive federal program specifically designed to provide employment and training services (and a wide range of other supportive services) for homeless individuals and to assist them in securing employment. Under the demonstration effort, the term "homeless" or "homeless" individual referred to one who:

(1) Lacked a fixed, regular, and adequate nighttime residence; and

(2) Had a primary nighttime residence that was: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, halfway houses, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

The demonstration effort was launched in September 1988 with a series of grants to 32 locally-operated demonstration sites across the nation. JTHDP continued over slightly more than seven years (86 months) and several distinctive phases (discussed below), concluding in November 1995.

The overall purpose of the demonstration effort was to "provide information and direction for the future of job training for homeless Americans." Two supporting goals of JTHDP were:

- to gain information on how to provide effective employment and training services for homeless individuals; and
- to learn how states, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless.[20]

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[20] Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.

In initiating the demonstration effort, DOL/ETA was interested in testing innovative and replicable approaches to providing employment and training services for homeless individuals. Demonstration sites were permitted to serve the full spectrum of the homeless population or emphasize assistance to subgroups within the general homeless population, such as mentally ill persons, chemically dependent individuals, families with children, single men, or single women. In general, projects were given wide latitude in how to structure their service delivery, but were required to provide or arrange for the following services:

- outreach and intake;
- case management and counseling;
- assessment and employability development planning;
- alcohol and other substance abuse assessment and counseling, with referral as appropriate to outpatient and/or inpatient treatment;
- other supportive services (e.g., child care, transportation, mental health assessment/counseling/referral to treatment, other health care services, motivational skills training, and life skills training);
- job training services, including (a) remedial education and basic skills/literacy instruction, (b) job search assistance and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work experience, and (f) on-the-job training;
- job development and placement services;
- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, and mentoring); and
- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives, and development of strategies to address gaps in the supply of housing for participants).

In implementing these activities, grantees were encouraged to collaborate with other federal, state, and local programs serving homeless individuals. For example, a 1990 Memorandum of Understanding between the Department of Housing and Urban Development (HUD) and DOL stressed better coordination of jobs and housing for participants. And in September 1994, at the beginning of the final round of grants issued under JTHDP, DOL/ETA issued new grant guidelines aimed at promoting the long-term viability of grantees' programs and encouraging referral of homeless individuals appropriate for training through local Job Training Partnership Act (JTPA) programs.

The McKinney Act mandated a strong emphasis on evaluation of JTHDP to support the development of "knowledge for future policy decisions on job training for homeless individuals." The evaluation effort was conducted at two levels: (a) individual project evaluations and (b) a national evaluation across all grantee projects. The national evaluation was intended to address six key evaluation questions:

- What are the characteristics of participants served by JTHDP projects?
- What are the key program services?
- What are the factors that affect program implementation?
- What are the program linkages?
- What are the key outcomes of JTHDP projects?
- What are the most effective approaches to providing employment and training services to homeless individuals?

Individual projects, as a condition of participation in the demonstration, were required to make data available (on a quarterly basis) on a specific set of performance measures, as well as submit annual individual project evaluation reports. To support cross-project comparisons, DOL/ETA provided grantees with technical assistance on all aspects of the evaluation and defined specific process and outcome measures on which each site was required to report (e.g., number of homeless individuals served, number of homeless individuals placed in jobs, number of homeless individuals placed in jobs who were working during the 13th week after placement, number of housing upgrades, and others).

B. Overview of Program Logic and Structure

From the outset, DOL realized that no two local projects would be alike. However, in 1989 a generalized "logic model" addressing participant flow and services was developed to assist local project operators and those responsible for monitoring and evaluating project implementation and outcomes. The key elements captured by this model are: (1) a "traditional" sequence of employment and training services -- outreach followed by intake/assessment, job training, job placement, and retention; (2) a wide range of supportive services, including housing, transportation, and child care; and (3) case management as the element that would assist the participant in securing employment, housing, and other needed services.

After some experience implementing the program, it became clear that a "sequential" service delivery model could not meet the needs of all participants seeking services. Although some participants sought this broad range of services in sequence, many had the need and/or the

skills to proceed directly from intake/assessment to job search and placement. Others, such as those residing in halfway houses, already had a case manager assisting them to secure housing and support services and only needed JTHDP assistance primarily to secure employment and/or training services. As a result, over time the service delivery models used by JTHDP sites evolved and became more individualized -- typically with increased reliance on the results of the intake/assessment process and the participants' expressed needs.

C. JTHDP Implementation

JTHDP was implemented over four phases, each somewhat distinct, building upon the experiences of the previous phase. Exhibit A-1 provides an overview of funding and levels of participation during each of JTHDP's four phases. As shown in the exhibit, since its inception in September 1988, JTHDP served a total of 45,192 homeless persons. Of those participating in the program, 77 percent (34,891 participants) received at least one of the following training services: remedial education and/or basic skills/literacy instruction, job search assistance/job preparation training, job counseling, work experience/transitional employment, on-the-job training (OJT), or vocational/occupational skills training. The remaining 23 percent of participants did not receive training services, but did receive some other type of assistance through the JTHDP site, such as a support service (e.g., transportation, food/meals, clothing, work equipment, substance abuse counseling), housing services (e.g., referral to a transitional housing facility or housing counseling), and/or other information and referral services.

Of those participating in the program, 16,464 obtained jobs. This represented 36 percent of those participating in the program and 47 percent of those receiving training services. Participants obtained jobs either through their own efforts or with the help of the JTHDP grantee (e.g., through job developers or placement services provided by their case managers). Of the 16,464 participants obtaining jobs while participating in JTHDP, 50 percent (8,171 participants) were employed 13 weeks after initial job placement (with the same employer or another employer). Finally, as shown in the exhibit, in addition to improving their employment situation, many participants (36 percent) were reported to have upgraded their housing situation.

EXHIBIT A-1: OVERVIEW OF JTHDP IMPLEMENTATION EXPERIENCE AND OUTCOMES, BY PROGRAM PHASE

CHARACTERISTIC / OUTCOME	PHASE 1	PHASE 2	PHASE 3	PHASE 4	TOTAL
START DATE - COMPLETION DATE	Sept. 1988- August 1989	Sept. 1989- April 1991	May 1991- August 1994	Sept. 1994 - Nov. 1995	Sept. 1988 - Nov. 1995
DURATION (MONTHS)	12	20	40	14	86
FUNDING LEVEL (IN $ MILLIONS)	$7.7	$17.0	$24.0	$7.0	$55.7
# OF PROJECT SITES	32	45	21	21	63
NUMBER OF PARTICIPANTS	7,396	13,920	18,852	5,024	45,192
NUMBER TRAINED	4,600	10,763	14,568	4,960	34,891
NUMBER PLACED IN EMPLOYMENT	2,435	4,690	7,169	2,170	16,464
% OF PARTICIPANTS PLACED IN JOBS	33%	34%	38%	43%	36%
% OF TRAINEES PLACED IN JOBS	53%	44%	49%	44%	47%
% OF PLACED PARTICIPANTS EMPLOYED AT 13 WEEKS	40%	45%	58%	50%	50%

Notes: There were a total of 63 sites because of multi-year funding of some projects. During Phase 2, 15 of 32 Phase 1 sites were re-funded. In Phase 2, 20 of the Phase 2 sites were refunded (and the Tucson Indian Center was added in September 1991 (bringing the total number of JTHDP sites for Phase 2 to 21, and the total for JTHDP to 63). During Phases 3 and 4, all Phase 2 sites were re-funded. The percent of placed participants employed at 13 weeks is adjusted slightly because of missing data on placed participants for Phases 2 and Phase 5. Source: Quarterly Reports submitted to DOL/ETA by JTHDP sites.

APPENDIX B:

MATERIALS FROM A JTHDP JOB SEARCH WORKSHOP

TELEPHONE TECHNIQUE

(1) **Good Morning (afternoon). May I please have the name of the person who does the hiring? (Jot down the name).**

(2) **My name is_____**
To whom am I speaking, please? (Jot down the name.)

(3) **Mr./Ms. _____, may I please speak to Mr./Ms.**
_____

(4) **Hello Mr./Ms. (person doing the hiring). My name is _____ and I am calling to see if you have a job for a qualified**
_____

(5) **If there is an opening, and you are asked questions regarding experience, transportation, etc., answer the questions briefly and offer appointment times for an interview.**

Example: (Experience)
I have one year experience. Would 9 o'clock or 10 o'clock be more convenient for an interview?

Example: (Transportation)
Do you have your own transportation?
I have _____. Would 10:30 or 11:15 be more convenient for an interview?

End conversation with: My name is _____ and I will be at your place promptly at _____ (whether time was set).

(6) **(If there was not an opening): Would you know of anyone hiring a qualified _____ at this time?**

(If "no" again): Would it be okay Mr./Ms. _____ if I call back in the near future to see if the situation has changed?

(7) **Thank you very much. It's certainly been a pleasure talking with you.**

JOB SEARCH DAILY LEADS FORM

VOCATIONAL CHOICES:
1. _____
2. _____
3. _____

CLIENT NAME _____ DATE _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

LEAVING_____ ANTICIPATED RETURN _____ JOB DEVELOPER'S INITIALS _____

ACTUAL RETURN _____ JOB DEVELOPER'S SIGNATURE _____

PLACEMENT INFORMATION

Name: _____ Social Security # _____

Address: _____ Telephone # _____

Job Title: _____ Start Date: _____

Employer: _____ Telephone # _____

Address: _____

Supervisor: _____ Wage: _____

Health Insurance: ____ None ____ACCESS ____Employment ____Private ____Other _____

Number of Hours/Week: _____ DOT: _____ SIC: _____

Employment Classification:

___Top Vocational Choice ___ Choice #1 ____Choice #2 ___Non-related Vocation ___Under-employed

Occupation:

___(1) Managerial ___(2) Professional ___(3) Technician/Related ___(4) Marketing/Sales

___(5) Office/Clerical ___(6) Craft Worker ___(7) Operative ___(8) Laborer

___(9) Service Worker ___(10) Other _____

Training Placement: ____ OJT/End Date _____ Training/End Date _____

Verified By: _____

PLACEMENT FOLLOW-UP

20 Day Due: _____ 20 Day Done: _____ By _____ With _____

Working? Y N Wage: _____ Not willing to verify by phone____ Sent letter on: _____

Shelter at 20 days _____ Comments: _____

60 Day Due: _____ 60 Day Done: _____ By _____ With _____

Working? Y N Wage: _____ Not willing to verify by phone____ Sent letter on: _____

Shelter at 60 days _____ Comments: _____

90 Day Due: _____ 90 Day Done: _____ By _____ With _____

Working? Y N Wage: _____ Not willing to verify by phone____ Sent letter on: _____

Shelter at 90 days _____ Comments: _____

Total Number of Days Worked: _____ As of: _____

25 QUESTIONS

1. **How long could you stay with our firm?**
2. **What is your outstanding strength?**
3. **What is your opinion of the last company you worked for?**
4. **Would you object to working for a woman supervisor?**
5. **What are your three biggest accomplishments so far?**
6. **Why should we hire you?**
7. **Why do you want to work for us?**
8. **What is your greatest weakness?**
9. **Can you manage people?**
10. **How well do you work under pressure and deadlines?**
11. **How do you feel about people from minority groups?**
12. **Tell me about yourself.**
13. **Do you consider yourself dependable? Why?**
14. **What interests you the most about the position available?**
15. **Why did you leave your last job?**
16. **What kind of salary are you worth?**
17. **What do you think of your last boss?**
18. **What is your long-range goal?**
19. **What is your short-term goal?**
20. **What interests you least about the position available?**
21. **What did you like least about your previous job?**
22. **How would you describe your own personality?**
23. **How long will it take you to learn your job?**
24. **What do your subordinates or fellow workers think of you?**
25. **Are you satisfied with the salary this position pays?**

"Start Here" by Shirley Sloan Fader

FIELDING TOUGH QUESTIONS

Here's what job interviewers ask and what they really want to know about you.

Have you ever noticed the two different types of TV talk-show guests? One type works so hard: He sits there concentrating on the interviewer's questions, then struggles to come up with entertaining replies. Often he flounders so pitifully that it's a relief when the host cuts away for an ad.

The other kind of guest may not be more intelligent, yet this person seems relaxed, and no matter what questions are lobbed at her, she's ready with an interesting response. She makes both the interviewer and you, the viewer, feel comfortable.

At a job interview your goal is the same -- to look relaxed and make the interviewer feel comfortable and glad to be with you. With that atmosphere you can go far toward convincing the job interviewer that you will fit the job and the company. Without that atmosphere, you may have excellent job skills but make the interviewer feel tense and anxious to "switch guests" to another applicant.

How do the relaxed TV guests manage it? They use a technique that you can use in your job interview. They come prepared with ideas, anecdotes, information. No matter what the question, they turn it to suit their prepared answers. When a troublesome question is asked, they say something like "Yes, well, that's certainly important. It brings to mind ....." And off they go on some predetermined topic they feel competent to discuss.

At a job interview you can't flout and ignore questions, but like the organized TV guest you can turn difficult queries toward answers you've prepared.

You won't be spouting memorized precise replies. You've prepared in the sense that you've thought through answers to the kinds of questions you can expect in an interview. By having answers for those questions, you'll be able to handle the unexpected ones.

Take the typical interview query, "Why are you interested in this job?" Prepare your reply and you're ready for any variation such as: "What do you think you can contribute here?" "What makes you think this job (organization) is right for you?" and even for a shocker like, "What makes you think you're so wonderful that we should hire you over all the others?"

For all these questions and their other permutations, your basic, "Why are you interested in the job?" answer applied. (You'll state your prime reasons, with extra subsidiary reasons in reserve in case they keep asking the questions from many angles.) For the shocker question, you can extricate yourself as the expert TV guest and on into your pleasant, prepared response.

Say you think you're competent, not "wonderful." You're the candidate for the job because.... And there you are -- back in the territory of your prepared ideas for why you're well-qualified for the position.

THE NINE QUESTIONS THEY LIKE TO ASK

In the August 1984 "Start Here" column we discussed pre-interview research of the organization, job, people. Without it no amount of quick thinking will be sufficient. You won't have the necessary basic information to build your answers on. So, assuming you've done your homework, here are some of the most frequently asked job interview questions and answers interviewers are probably looking for.

1. What is your experience?

Really means: Tell me what you know and what you've done in previous jobs that will be useful in handling this job.

Everyone has a range of experience and knowledge. The approach here is to build on your preliminary research and stress the details of your experience that match the job's major needs.

A woman who applied at her local community college to teach evening-session accounting course ignored this basic rule. She missed out on a job she could have had. Taking the "What is your experience?" question literally, she loaded the interviewer with her in-depth accounting experience. She realized to late that she had positioned herself in the interviewer's mind as "accounting" and "not right for the Introduction to Business course we need." By emphasizing other details of her experience, she could have positioned herself with total honesty as "exactly right" for the business course.

You'll also want to touch on all parts of your experience that seem necessary for the job. As you do, be alert for the follow-up questions. When the interviewer asks, "what do you mean you've had client experience?" that's a hot clue. You're on to something important in the prospective job.

Before launching into your answer, try pinpointing the target precisely by reversing the questions. "What kind of client work is a problem in this job?" When the interviewer tells you he or she has difficulty getting clients to supply project information on time, you have your answer. You'll dwell on your excellent record of retaining difficult clients while keeping them prompt, cooperative and content.

"What is your experience?" is an extremely valuable question for you. As soon as you tie your abilities to high-priority needs of the position, you become a top candidate.

2. Why are you interested in this job?

Really means: If I hire you, will you be able to manage the problems involved.
Again, draw on your research and your common-sense understanding of what a job like this requires. A general reply that you're interested in challenge and accomplishment and believe this job will allow you to "contribute" is empty and unconvincing. Zero in on how you can contribute to the specific problems and goals.

One young woman who applied for a coveted advertising agency position as assistant to an account supervisor was offered the job after successfully answering only two questions at her job interview.

For this particular position, there previously had been a two-week parade of applicants who didn't get the job.

The woman who was hired answered the why-are-you-interested-in-this-job question with, "I'm interested in this job because I want to learn and become an ad executive. This is a medium-sized agency where I think I'll be exposed to a wider range of responsibilities than I would at a large agency. Considering the accounts you have, such as .... (she named some accounts she'd learned in her research), I think I'd learn a great deal working here." For the first question about her experience, she had mentioned how her college degree would be of value to the employer: "..... gives me the training to handle the problems and decisions you'd expect of me."

She had also used a value-to-the-employer response when describing her quality office skills .... "for the tremendous amount of routine paperwork I know goes with that kind of position."

Her new boss says, "By then I knew she could handle all the parts of the job and that she understood exactly what her work days would be like. I didn't need to know any more. I hired her."

3. Tell me about yourself.

<u>Really means:</u> Tell me what you can do for this company and how well you'll fit in here if we hire you.

What image and skills do you need for this job? If it's a sales rep job, you concentrate on previous sales experience and personal characteristics that fit the job: "Even when I sold part-time when I was in school, I enjoyed developing strategies that would move the product faster." "I enjoy the back-and-forth pressures that go with selling." Talk about how you met and surpassed your sales quota.

In any job, basic traits that are always useful to mention include, "I'm very healthy; rarely miss a day," and "I work well with a wide variety of people." Instead of an unbroken list of self-described talents, vary it with quotes from others: "My bosses always tell me I'm quick to learn/a very hard worker/good at delegating."

For traits that are extremely important to the job, be ready with some brief examples. Claiming to be good at solving human-relations problems, for example, becomes much more convincing when you add, "My boss asked me to analyze our high turnover. I did and recommended remedies that were adopted. Turnover dropped 60%."

Be cautious about admitting that you're not good at something. What you consider below par may be a level of competence that the interviewer would have considered adequate.

4. What is your greatest strength? Variation: What parts of your last jobs did you most enjoy?

<u>Really means</u>: Are you good at any of the things we have a problem with and are important to this job?

Again, through your research and through listening to the interviewer's reactions as you proceed, you should have an idea of what the company needs.

Perhaps you've learned that the previous person in the job was fired for being disorganized. The interviewer is going to be impressed when you explain you're a very organized person who seems to find it easy to keep your own work and subordinates' work accurate and on schedule.

5. What is your greatest weakness? Variation: What kinds of things have you been criticized for in previous jobs?

Really means: Don't tell me you're perfect. I won't believe it.

Do not confess your real problems. Choose a "weakness" or criticism that really is a strength that is need for the job under discussion. Does the job require you to spend six hours a day on the phone? Confess you find it difficult to lock yourself away all day with paperwork but never seem to tire with job tasks that involve communicating with others.

Confess you have a "thing" about promptness in getting your assignments done on time. Admit that you're sometimes kidded for getting so involved in what you're doing you forget to take your coffee break.

6. Why do you want to change jobs?

Really means: Now I'm going to find out what kinds of trouble we can expect from you if we hire you.

Sometime this is an easy question. Your company has been absorbed or gone out of business. Or the company is family-owned and no further promotions are open to outsiders. Say so. The interviewer will understand. When there are touchy problems, never bad-mouth. It boomerangs and makes you look like a troublemaker. Interviewers tend to identify with your past employer and will be put off by your complaints of impossible bosses and wretched working conditions -- even if they're documented and true.

Disguise the sensitive difficulties of your present job in positive language. If the job is a stupid, repetitive, dead-end position, say you've learned all that is possible from it and are looking for a chance to apply your abilities to greater challenges. Use the same reply to cover a situation where you're leaving because your boss is a foul-mouthed tyrant. If appropriate in the context of your conversation, move from a sanitized version of what's wrong with your present employment to what attracts you to this job. Sometimes the truth is there's nothing very wrong with your present situation. It's just that this job seems better because .... and you're back again to "Why do you want this job?"

7. What kinds of personal crisis have forced you to miss work days?

Really means: This often is an attempt to circumvent the equal-opportunity law that forbids questions about marital status and children.

Don't fall into the trap. Mention some one-time crisis not related to your children. Use something personal such as the day your tooth-filling fell out and you had to take two hours off to go to the dentist.

You are under no obligation to say whether you are married, single, divorced, or if you have children. But since they're probing, if you can give them a positive reply, do so.

If it's true, you can say that you have no children and no plans to have any in the near future. If you have children, you might want to answer the unmasked questions by explaining that you've had an excellent child-care arrangement for years.

8. What are your interests outside of work?

Really means: Will your leisure activities embarrass us or interfere with you giving us your best?

Choose the parts of your life the interviewer wants to hear about. This is not the place to say you spend every free moment building a network of political cronies in hopes of a political appointment. The interviewer instantly will visualize you on the phone building your network on company time. Neither is it the time to confess that wilderness mountain climbing is your most compelling leisure activity. The potential employer will see six figure medical benefits health bills in case of a mishap. Describe the interests that enhance your value to the company -- you're active in the park redevelopment fund where you're on friendly terms with several of their good customers. At the very least, keep to something neutral such as you swim regularly to keep fit.

9. What salary do you expect?

Really means: Let's see if we can get you at rates favorable to us? Also: Am I wasting my time interviewing someone who wants a salary far beyond what we're going to pay?

Ideally, you'll respond to this question only after you've received a job offer. Lacking the ideal, put it off as long as possible.

If possible, have the interviewer suggest a salary. You always can negotiate for a very different amount if the suggestion is unacceptable.

Parry it with the reply that you need to explore the responsibilities and opportunities of the job before you can know what salary to expect. The more committed the employer is to wanting you when you come to salary, the more flexibility there will be. Whereas a too-high salary request early in your discussion might have killed the interview, a high request after the job offer is made will produce a sincere discussion.

By prying a salary figure from the interviewer you are saved from asking for less than the company expected to pay.

WHAT CAN YOU DO FOR THEM?

If you go back over the real meaning of each question, you'll see a common denominator. On the

surface each question appears to be about you. In truth, each question is an attempt to discover what you can do for the employer. For an organization that is contemplating putting its responsibilities in your hands while paying you a salary, it's a reasonable attitude.

Whatever the question, take a moment to think, "In the area they're asking about, what part of my life would be most useful to them?" Discuss that part. You'll be giving the interviewers what they're seeking. Consequently, soon they will give you what you're seeking: an offer of a good job.

Q: WHY DO YOU WANT TO WORK HERE?

Twenty-one good answers to help you master even the most grueling employment interview.

by Theodore Pettus

Most job hunters make two devastating mistakes when they are being questioned in an interview. First, they fail to listen to the question. They proceed to annoy the interviewer by giving out a lot of superfluous information.

Second, and more important, they attempt to answer questions with virtually no preparation. The glibbest person on earth, even the most skilled debater, cannot answer questions off the cuff without damaging his or her chances of success.

Theodore Pettus acquired his interviewing expertise at some of New York's best advertising agencies. He is now a free lance writer. This article is excerpted from One to One: Winning the Hiring Decision, Copyright 1979 Focus Press, Box 895, 1990 Broadway, New York, N.Y. 10023. It will be published by Random House.

What follows are a number of questions that various surveys have indicated are asked most often, regardless of the job classification. Study them closely, develop strong responses, and your candidacy will receive prime consideration.

1. "Why do you want to work here?" Because you have done homework on the company, you know exactly why you want to work here. All you must do is organize your reasons into several short, hard-hitting sentences. "Your management is farsighted enough to reinvest the company's profits so that soon you will be the leader in the category."

2. "Why should I hire you?" The interviewer asking this question does not want a lengthy regurgitation of your resume. She is not yet asking for a barrage of facts and figures. She is interested in testing your poise and confidence. Give her a short, generalized summary. "I have the qualifications to do the job that has to be done and my track record proves it." Or, "I know that this is the job for me and that I will be successful."

3. "What interests you most about this position?" Give a truthful, one- or two-word answer like, "the future." "The challenge." "The competitiveness." "The environment." This response will force the employer to ask you to explain, giving you yet another opportunity to demonstrate your profound knowledge of the company.

4. "Would you like to have your boss's job?" By all means, "Yes!" Ambitious, hungry people are always preferred over those willing to settle for a safe routine. If you sense this answer threatens your interviewer's security, you might add, "When I am judged qualified," or "Should an opening develop in several years."

5. "Are you willing to go where the company sends you?" Obviously this is being asked because they have every intention of shipping you off. If you answer, "No", you will probably not get hired.

If you answer "Yes", understand that once you are a trusted employee you may be able to exert the necessary leverage to avoid the less desirable out-of-town assignment.

6. "What kind of decisions are most difficult for you?" Be human and admit that not everything comes easily. But be careful what you do admit. "I find it difficult to decide which of two good men (women) must be let go." "It is difficult for me to have to tell a client that he is running his business badly."

7. "How do you feel about your progress to date?" Never apologize for yourself. "I think I've done well, but I need new challenges and opportunities." This is a good time to drop hero stories. "No one in my company has advanced as fast as I have." " I think you'll agree, I've accomplished quite a bit in the last five years."

8. "How long will you stay with the company?" A reasonable response might be, "As long as I can continue to learn and grow in my field."

9. "Have you done the best work of which you are capable?" This is best answered with some degree of self-effacement. "I wold be lying to you if I told you I was perfect, but I have tackled every assignment with all my energy and talents." Or: "I am sure there were times when I could have worked harder, or longer, but over the years I've tried to do my best and I believe I have succeeded."

10. "What would you like to be doing five years from now?" To answer this question, make sure you know exactly what can and cannot be achieved by the ideal candidate... If you see yourself at another company or in another department of the company you are presently interviewing with, tread lightly. You can't afford to tell your interviewer that you believe you'll be more successful than she is.

11. "What training/qualifications do you have for a job like this?" Deliver a short, fact-filled summary of the two or three most important qualifications you have. "I have a background in accounting. I've demonstrated proven selling skills. I'm capable of handling several projects simultaneously."

12. "Why do you want to change jobs?" This is one of the first questions interviewers ask. Be sure you are ready to answer it satisfactorily. If you're currently in a dead-end position, locked out of advancement opportunities, explain this. The interviewer will understand. If your job has become a routine, void of learning experiences, she'll accept that. If you feel your present employer is losing ground to competition, through no fault of your own, she'll accept that too.

13. "Why do you want to change your field of work?" Before your interview spend one hour and organize these reasons into a written statement. Memorize this to deliver it, because you will certainly be asked. Your explanation should include:

- **A. How your previous work experience will contribute to your new career.**
- **B. What excites you most about this new field.**
- **C. How you came to make this career change decision.**

14. "Why were you out of work for so long?" If there is a gap in your resume you must be prepared to explain what you were doing in that period. Until you have satisfied your interviewer's curiosity, you will not get hired. If you were fired and have spent the last year looking for a job without success, you will understand an employer's reluctance to hire you. If, on the other hand, you explain what you have learned or accomplished during this hiatus, she will warm to your candidacy. For example, "I have taken several courses to strengthen my skills in ... " or, "I used this period to re-examine my goals and have reached this conclusion ..." The interviewer must have a positive explanation.

15. "Why have you changed jobs so frequently?" This question is crucial. In fact, an unsatisfactory answer to this one is among the reasons why applicants fail to get the jobs they want. You must convince your interviewer that your job-hopping days are over. If you feel you made a mistake leaving previous jobs tell her so, while at the same time reminding her that your job performance was never in question. She'll appreciate your candor. If something in your personal or business life has recently changed and would affect your stability in the future, come right out with the facts. She'll be anxious to hear.

16. "Have you ever hired or fired anyone?" You are being asked this question for two important reasons. First, to determine whether you are capable or performing these duties. Second, to determine if the pervious experience you have described was at a high enough level to include hiring/firing. You must make a considerable effort to convince the interviewer that you are capable of performing in this area.

17. "How have you helped sales/profits/cost reductions?" Have your hero stories ready and be willing to prove that you have made significant contributions in one or more of these basic areas. Again, keep your explanations short and try to include specific dollar amounts.

18. "Why aren't you earning more at your age?" This question, a current favorite, can frighten the wits out of an unsuspecting applicant. One of the following suggested responses should cover your situation: "I have been willing to sacrifice short-term earnings because I felt that I was gaining valuable experience." I have received (been promised) company stock (or other benefits) in lieu of an increase in salary." "I have been reluctant to gain a reputation as a job-hopper, preferring instead to build my career on solid, long-term achievement."

19. "How many people have you supervised?" Similar to the "hired or fired" question, the interviewer is trying to determine the depth of your experience. Be careful not to exaggerate.

20. "What are the reasons for your success?" It is best to keep this answer very general, permitting your interviewer to probe more deeply if she wishes. Offer a short list of positive character traits that describe you. "I like to work hard." Or "I get along will all kinds of people and I know how to listen." Or "I pay close attention to details. I know how to watch costs and I can keep difficult customers smiling."

21. "What kind of experience do you have for this job?" Summarize four or five key areas of experience which you could bring to your new job. Demonstrate to the interviewer specifically how each one helps solve her problems. For example, "My experience in new product introductions will be very helpful to your entire marketing effort." " My industrial design background will strengthen your sales force capability in dealing with large clients."

I NEED TO HIRE SOMEONE WHO IS ....

Remember the old saying, "You really don't know someone until you walk a mile in his moccasins?" Let's walk a mile in a typical employer's moccasins for a while.

Pretend that you are the owner of a hardware store. You and your spouse worked very hard for 15 years to buy the store, and now the business is growing and prospering. In fact, you're getting so busy that you need to hire another salesperson.

There are many reasons why the store is doing so well, but the biggest one is repeat business. Customers like the store and the service they get, so they come back again and again. The customers especially like the fast and courteous service that your employees give them. Everyone in the store always seems friendly and helpful. You know that you have a good crew, and that your employees work well together as a team. But a while back you had some trouble.

You hired a man named Dennis, and he just didn't seem to fit in. He argued with you when you asked him to stock some shelves, and he didn't get along well with the customers or the other employees. Finally, after you spent a lot of time training him, he quits. So you have been burned and don't want that to happen again.

Because you're so busy, you don't really want to spend time training someone, so you'd like to find someone with hardware store experience. But if you could find just the right person, someone you could train quickly, you would be willing to hire him or her.

That "right person" would also have to be an early riser, because your store fills up the minute you open. Your customers like to get started on a job early in the day, so they stop by your store to pick up supplies beforehand. Things get pretty hectic in the mornings and on Saturdays, and sometime three or four customers will be waiting for service. This is one reason that you're hiring another employee. (Actually, you could probably use two.)

Many of the customers are do-it-yourselfers, so they often ask your employees for advice. Many have commented that your employees are always willing to spend time to find the right answer to a question. You feel that this is one reason they keep coming back to your store.

You conduct an inventory twice a year. During the last inventory, Dennis was there, and he miscounted many items. You and the other employees had to stay late to re-do the inventory. This made you angry, because it cost you extra wages and you missed your spouse's dinner. You sure don't want another employee like Dennis.

Besides that, the inventory showed some items missing, including a circular saw and an expensive electric drill. You're not positive, but you haven't missed any items since Dennis left, so you think he might be the culprit. So now you're sitting in the back room of the store at your desk, thinking about the kind of person you want to hire.

APPENDIX C:

EXAMPLE JTHDP HOUSING ASSISTANCE PLAN

HOUSING ASSISTANCE PLAN
CITY OF WATERBURY DEPARTMENT OF EMPLOYMENT, EDUCATION AND GRANTS ADMINISTRATION

This appendix presents the housing assistance plan of one JTHDP demonstration program and is intended to give readers a sense of the actual steps involved in designing a housing services strategy for homeless employment and training participants. Your agency's particular steps, linkages, and strategies will, of course, be determined by your program's needs and your community's available resources.

The Waterbury, Connecticut, JTHDP program -- Employment and Training Opportunities for the Homeless (ETOH) -- provides referrals to emergency shelter, transitional housing, and permanent housing; rental assistance; security deposits; life skills counseling; and referrals for other housing assistance to its participants. The Housing Services portion of ETOH relies on a Housing Services Manager (who also serves as the Outreach Manager). In developing the housing assistance plan and the services ETOH would provide, the Housing Services Manager researched the available housing options in the Waterbury area and solicited the aid of a local realtor to assist with housing placement. The housing services available to training participants are described below.

Emergency Shelter

Emergency shelter is provided by three private organizations in Waterbury: the St. Vincent dePaul Society, Salvation Army, and Women's Emergency Shelter. ETOH has developed a good working relationship with these organizations. The St. Vincent dePaul Shelter has a reciprocal relationship with ETOH: the shelter both refers clients to ETOH and receives referrals from the program. Waterbury's emergency shelters are not overcrowded, and most clients live in a shelter at intake into ETOH.

Transitional Housing

There are four transitional facilities for recovering alcoholics and drug abusers in Waterbury. Residents of these facilities are referred to ETOH for employment and training and permanent housing services. ETOH, in turn, refers its participants with substance abuse problems to these facilities.

The Housing Services Manager and other case managers assist clients with: (a) retaining their transitional housing during training and 13 weeks of employment and (b) obtaining permanent housing. The strategies are threefold: (a) the program's staff provides case management in order to address clients' needs; (b) clients are offered financial counseling, including help in establishing a savings account during employment to save for rent, furniture, household items, and other expenses associated with permanent housing; and (c) before moving into permanent housing, clients receive assistance in independent living skills (i.e., training aimed at enhancing their self-sufficiency, including home management). Life skills training is essential because some clients have never lived independently.

Referrals and Linkages

ETOH's Housing Services Manager collaborates with non-profit housing corporations, property management corporations, and single property owners. To date, ETOH has used 22 different landlords. The Housing Services Manager keeps a list of landlords and managers so that clients can be given information concerning available units and their locations. She also makes appointments with landlords so that clients can visit housing units. Housing units that clients are interested in renting are first inspected (using a Housing Inspection Checklist developed by ETOH) by the Housing Services Manager to safeguard clients.

The types of housing units that clients usually rent are small apartments located in multi-family dwellings and single room occupancies. Rents for clients range from $350 to $500 per month. ETOH pays security deposits and/or a portion of the rent for permanent housing for clients who complete 13 weeks of employment. The Housing Services Manager maintains relationships with several city government agencies that provide housing and rental assistance. She negotiates with the Waterbury Housing Authority for a set-aside of Section 8 certificates and vouchers which provide housing subsidies. The Department of Public Assistance provides welfare recipients with rental assistance which has been useful to homeless clients participating in extended job training. The Department of Human Resources also provides security deposits to unemployed homeless persons.

Life Skills Counseling

Clients are given information on how to select an appropriate apartment, tenant rights and responsibilities, money management, neighborhoods in the Waterbury area, bus routes, and home management skills. If a misunderstanding or problem arises, the Housing Services Manager mediates between the client and his or her landlord in order to attempt to resolve the issue. When a client fails to meet his or her tenant responsibilities, the Housing Services Manager meets with the client.

1. Particular emphasis is placed on the 21 organizations with multiple years of program involvement, which were able to adjust and refine their service delivery strategies over a six-year period.
2. Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.
3. Under the demonstration effort, the term "homeless" individual was one who: (1) lacked a fixed, regular, and adequate nighttime residence; and (2) had a primary nighttime residence that was: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, halfway houses, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.
4. For more background about JTHDP and the results of the evaluation effort, refer to: John Trutko, Burt Barnow, Susan Kessler Beck, Steve Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997.
5. Martha Burt and Barbara Cohen, America's Homeless, Urban Institute Press, 1989. For purposes of their study, Burt and Cohen defined individuals as "homeless" if they met any of three tests: (1) they said they had no home or permanent place to live; (2) they said their home was a shelter, a hotel paid for with vouchers for the homeless, or a place not intended for sleeping; or (3) they said they lived in someone else's home, but did not have a regular arrangement allowing them to stay there at least five days a week. This study also provides a profile of some of basic characteristics of homeless individuals in the United States.
6. There are a number of other recent studies aimed at providing accurate counts of the homeless population in the United States and characterizing the types of individuals and families affected by homelessness. These studies have used a variety of methodologies and provided widely varying estimates of the number of homeless individuals in the nation. For example, U.S. Bureau of the Census decennial census counts are of persons at selected locations where homeless persons are found (including persons living in such locations as shelters, visible in pre-identified street locations, shelters for abused women, and agricultural workers' dorms on farms). Based on its 1990 data collection efforts, the Census counted 240,140 people -- either living in homeless shelters, visible in pre-identified street locations, or other locations where homeless persons could be found -- on a single night in 1990. (Source: U.S. Bureau of the Census, "Fact Sheet for 1990 Decennial Census Counts of Persons in Selected Locations Where Homeless Persons are Found," CPH-L-87.) Christopher Jencks, using data from several research studies including Burt and Cohen's, estimated that the number of individuals who were homeless during an average week increased from about 125,000 in March 1980 to 324,000 in March 1990. (See: Christopher Jencks, The Homeless, Harvard University Press, 1994, p. 17).
7. The job placement rate for JTHDP participants (across all years of the demonstration effort) was almost half (47 percent) of all homeless individuals who were enrolled in one or more training or employment services. Training services included: remedial education, job search assistance, job counseling, work experience, on-the-job training, or vocational/occupational training.
8. For a more detailed analysis of the characteristics of JTHDP participants and a comparison of the JTPA and JTHDP participants, see: John Trutko, Burt Barnow, Susan Kessler Beck, Steve

Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997 (refer to Chapter 2).

9. For example, under JTHDP 74 percent of participants received job search assistance and 70 percent received job counseling, compared to 23 percent of participants who received remedial education/basic skills instruction and 21 percent of participants who received vocational/occupational training.

10. By comparison, 21 percent of JTPA Title II-A participants received remedial education in PY 1993; 23 percent were school dropouts.

11. There are a number of other barriers homeless individuals may face in accessing education and training services, such as lack of transportation and the need for flexible training times. These other barriers are addressed later in this chapter (see Section B).

12. Some homeless individuals may appear to be good candidates for training, but you may find that they are primarily interested in locating a job in the shortest time possible. If your employment and training program does not offer job search unless provided in conjunction with skills training, these participants should be referred to the Employment Service or some other agency that can provide the services they seek.

13. Sometimes employers are willing to pay a portion or all of the WEX wages; Conservation Corps and State Departments of Vocational Training are other potential sources for this type of programming.

14. Under JTPA, for example, OJT is defined as "training by an employer in the private or public sector given to a participant who, after objective assessment, and in accordance with the ISS (Individual Service Strategy), has been referred to and hired by the employer following the development of an agreement with the employer to provide occupational training in exchange for reimbursement of the employer's extraordinary costs." Federal Register, 20 CFR Part 626, et al.; Job Training Partnership Act: Final Rule, Vol. 59, No. 170, September 2, 1994, Section 626.55, p.45823.

15. Under JTHDP, placed participants receiving training after placement had the highest retention rate (72 percent), followed by those participating in support groups (67 percent retention rate), post-placement follow-up services (65 percent), and mentoring (63 percent).

16. "The Relationship of Psychological Resources and Social Support to Job Procurement Self-efficacy in the Disadvantaged," Suzanne L. Wenzel, Journal of Applied Social Psychology, 1993, 23(18), p. 1471.

17. The relationship between stable housing and sustained employment was highlighted in 1990 when the Secretaries of DOL and HUD signed a memorandum of understanding "to jointly develop and implement cooperative interagency efforts to help homeless and other low-income families and individuals attain independent living and economic self-sufficiency" by working "cooperatively with local agencies to design and obtain transitional housing during the training period to promote an environment conducive to successful program completion."

18. Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

19. Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

20. Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.